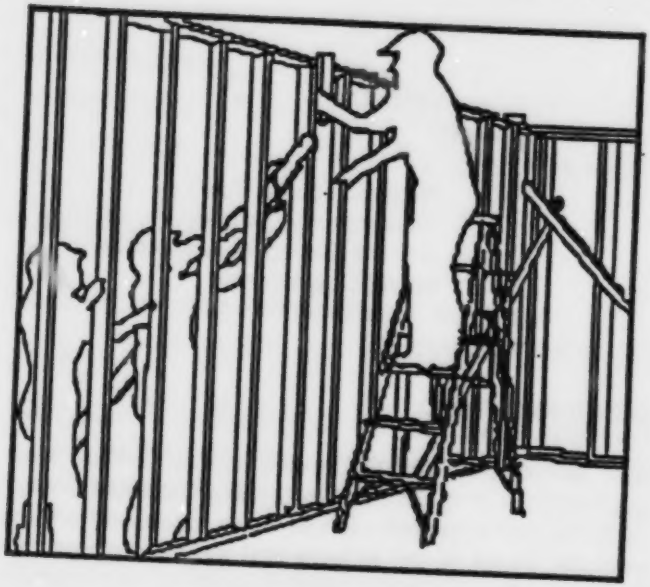
Building Partners Within The Housing Community



Edited by
Ron Corbett

Rural & Small Town
Research & Studies
Programme

Canadian Council on
Social Development

Building Partners Within The
Housing Community
Copyright © 1990

Rural and Small Town
Research and Studies Programme
and the Canadian Council on
Social Development

ALL RIGHTS RESERVED

ISBN 0-88828-089-0

This project was partially funded by the Canada Mortgage and Housing Corporation and the Canadian Council of Social Development but the views expressed are the personal views of the authors and the Corporation and Council of Social Development accepts no responsibility for them.

93-00258/

Table of Contents

Foreword by Floyd W. Dykeman vii
Foreword by Terrance M. Hunsley viii
Avant-Propos ix
Introduction xi
Introduction xvii

OPENING REMARKS

Building Housing Partnerships: A New Idea? 1
Irene Swindells

SECTION 1 - BARRIERS TO BUILDING HOUSING PARTNERSHIPS: PROBLEMS, ISSUES AND OPPORTUNITIES

Barriers to Building Housing Partners 9
Ginger Breedon
Identification of Common Issues and Concerns Within the Housing Community 17
Robert Shaw

SECTION 2 - BUILDING HOUSING PARTNERSHIPS: OPPORTUNITIES AND CHALLENGES

Common Issues and Concerns: The Potential for Partnership **29**
John Dawes

A Model for Building Partnerships **41**
Robert Jarvis

SECTION 3 - THE NEW BRUNSWICK HOUSING TASK FORCE: AN EXPERIMENT IN PARTNERSHIP BUILDING

The New Brunswick Housing Task Force: An Experiment in Partnership Building **57**
Sue Rickards

The Need for a Private-Public Partnership Within the Social Housing Sector **65**
James F. Gorham

SECTION 4 - PRIVATE-PUBLIC PARTNERSHIPS THE WYNN PARK EXAMPLE

Local Private-Public Partnerships: The Municipal Perspective **73**
Peter A. Nelson

Private-Public Partnerships:
The Developers Perspective ***83***
Kevin McCarthy

SECTION 5 - COMMUNITY-BASED PARTNERSHIPS

A Grass Roots Approach to Partnerships
The Road to the Future ***93***
Marie Brann
Innovative Housing - The Saskatchewan Approach to Building Community Partnerships ***101***
Larry Little

SECTION 6 - RESOLVING COMMUNITY CONFLICTS

Conflict Resolution Training Model ***115***
Cherie R. Brown

SECTION 7 - BUILDING PARTNERS WITHIN THE HOUSING COMMUNITY: SUMMARY OF WORKING GROUP SESSIONS

Working Sessions ***125***
Session 1 Common Issues and Problems ***125***
Session 2 Barriers to Building Partnerships ***129***
Session 3 Solutions to Building Partners ***131***

WORKSHOP PARTICIPANTS

Workshop Participants ***135***

FOREWORD

Through its outreach responsibilities, the Rural and Small Town Research and Studies Programme is committed to holding workshops and conferences that address issues important to the Atlantic Region.

We believe the complexity of issues and the challenges faced by the housing industry now and into the future will require the formation of partnerships for solutions to be identified and implemented successfully. The conference, **Building Partners Within The Housing Community**, provided the opportunity for participants within the housing industry to exchange ideas, and more importantly, to open a dialogue between those within the industry. RSTRSP is committed to providing a forum for the exchange of information and for the development of innovative solutions that can address the housing problems in both the public and private sectors.

We were pleased to be able to work with the Canadian Council on Social Development and Habitation, New Brunswick as we forged our own partnerships in developing the conference program. The contents of this publication will provide a useful contribution towards understanding the benefits, costs, barriers and opportunities associated with building housing partnerships for the future.

Floyd W. Dykeman
Director
Rural and Small Town
Research and Studies Programme

FOREWORD

During its 70-year history of involvement in social policy research and advocacy, the Canadian Council on Social Development has witnessed many changes in public attitudes and expectations about housing and, consequently, in the roles of government and the private and voluntary sectors in developing housing.

We offered to co-sponsor this conference because of our particular interest in the role of housing in community development (and vice versa) and our concern that strict reliance on one sector or approach to stimulate community development has quite limited benefits. To us, that implies a partnership approach.

The Council appreciated the opportunity to work with the Rural and Small Town Research and Studies Programme, Habitation New Brunswick, and the conference participants to explore some of the issues, challenges and opportunities we all face with a partnership approach. These proceedings documment for us, as well as for the readers who did not attend the conference, what it takes to build and maintain a partnerships.

Terrance M. Hunsley
Executive Director
Canadian Council on Social Development

AVANT-PROPOS

Depuis 70 ans qu'il se consacre à l'étude et à la promotion de la politique sociale, le Conseil canadien de Développement social a assisté à de nombreux changements dans les attitudes et les attentes de la population à l'égard du logement et par conséquent, du rôle joué par l'État, le secteur privé et les organismes de bénévoles dans la création de logements.

Nous avons offert de coparrainer cette conférence car nous nous intéressons particulièrement au rôle du logement dans le développement communautaire (et vice versa) et que nous craignons que le recours à un secteur ou à une démarche unique pour stimuler le développement communautaire n'ait des résultats assez limités. Cela signifie selon nous qu'il faut se tourner vers le partenariat.

Le Conseil se félicite d'avoir eu l'occasion de travailler avec le Programme d'études sur le milieu rural et les petites villes, Habitation Nouveau-Brunswick et les participants à la conférence afin d'étudier quelques-uns des enjeux, défis et possibilités qui se présentent à chacun d'entre nous en situation de partenariat. Ces actes nous éclairent, ainsi que les lecteurs et lectrices qui n'ont pas participé à la conférence, sur les éléments nécessaires à la construction et à l'entretien de partenariats.

Terrance M. Hunsley
Directeur général
Conseil canadien de Développement social

INTRODUCTION

There has been considerable discussion regarding the need for communication, cooperation, and coordination among the various actors involved in housing including the public, private and community-based sectors. It is recognized by all concerned that there is an urgent need for a dialogue to take place between the various housing actors involved in housing in order to address the housing needs of all Canadians more effectively and efficiently.

At the same time, however, there has been very little effort, if any, to initiate the process of building linkages or partnerships within the housing community. Generally, housing conferences, workshops and seminars have been narrowly focused and targeted towards a specific housing sector or problem. While these are useful, they are limited in their ability to deal with the broader issues that are of concern to the housing industry as a whole.

In order to initiate the dialogue process within the housing community and attempt to address the issue of housing partnerships, the Rural and Small Towns Research and Studies Programme, in cooperation with the Canadian Council on Social Development, sponsored an Atlantic Housing Workshop in the spring of 1989 entitled, **Building Partners Within the Housing Community.**

The objectives of this workshop were; (1) initiate a dialogue between the various sectors involved in hous-

ing, (2) identify and discuss issues and problems of common concern, (3) identify and discuss the barriers or blockages to building linkages or partnerships, and (4) discuss the need for, and the process involved in, building partnerships or linkages.

The conference attracted individuals from all four Atlantic Provinces and Ontario and from a wide range of professions and interests including architects, landlords, developers, realtors, social workers, housing officials, planners and politicians. All three sectors of the housing community were well represented (private, public, and community-based sectors) along with the client groups (single parents, singles, low income households).

PROCEEDINGS CONTENT

The workshop proceedings consists of the opening remarks and six major sections:

SECTION 1 - BARRIERS TO BUILDING HOUSING PARTNERSHIPS: PROBLEMS, ISSUES AND OPPORTUNITIES.

SECTION 2 - BUILDING HOUSING PARTNERSHIPS: OPPORTUNITIES AND CHALLENGES.

SECTION 3 - THE NEW BRUNSWICK HOUSING TASK FORCE: AN EXPERIMENT IN PARTNERSHIP BUILDING.

SECTION 4 - PRIVATE-PUBLIC PARTNERSHIPS: THE WYNN PARK EXAMPLE.
SECTION 5 - COMMUNITY-BASED PARTNERSHIPS.
SECTION 6 - RESOLVING COMMUNITY CONFLICTS.

In the opening remarks to the workshop Irene Swindells suggests that the history of housing in Canada provides a number of examples of housing partnerships. She challenges those within the housing community to build on that foundation as a means of developing a strong and effective industry.

In Section 1, Ginger Breedon (from the public sector) and Robert Shaw (from the private sector) discuss barriers to building partnerships. A number of barriers are identified and discussed including fragmentation of interests, differing objectives, linear thinking and vested interests. Both papers stress, that despite the barriers, it is imperative the various housing interests work towards building strong partnerships as a means of ensuring that the housing issues, present and future, are successfully addressed.

The opportunities for building partnerships are discussed in Section 2. John Dawes discusses the future of housing needs in Canada and suggests that at the national, provincial, and community level, the goal of ensuring that basic shelter needs are met will be enhanced by the development of strong partnerships within the housing community. Robert Jarvis, the keynote speaker for the conference and John Dawes identify the

potential for, and the imperative of, building partnerships. The characteristics of the three major housing sectors, public, private and community-based are examined by Jarvis and a model and strategy outlined which is necessary if the goal of building effective partnerships is to be met.

In Section 3, Sue Rickards and Jim Gorham discuss their experiences with the New Brunswick Housing Task Force as it relates to building partnerships. Rickards discusses how the task force (as a process) worked as a partnership building tool at the community level and between the task force members. Gorham examines the role and contribution the public sector played on the task force and makes the argument for an increased level of private-public partnership in the delivery, management and administration of the social housing stock.

The need of, and the potential for, private-public partnerships in the development process at the local level is discussed by Peter Nelson, Director of Planning for the Town of Truro, and Kevin McCarthy, a partner in a local development firm (Section 4). This section uses a specific development project (Wynn Park) as an example of how the private and public sector can work together, the problems that arise and the benefits that accrue in developing a working partnership at the local level.

Marie Brann and Larry Little discuss community involvement in partnership building in Section 5. Brann

argues that one of the major problems in the existing framework of housing programs is that the design and content of the programs do not have the flexibility needed to address the unique needs of areas such as Cape Breton. She suggests that a new paradigm is required which calls for a community-based partnership which will develop solutions to the economic and social problems based on a specific community context and community partnerships. Little uses the Saskatchewan Innovative Housing Program as an example of how housing can be used as a means of building community partnerships.

Section 6 outlines a model and principles for resolving conflicts between potential partners. Cherie Brown, the leader for the conflict resolution workshop points out the need for a clarification of issues and face to face dialogue.

ACKNOWLEDGEMENTS

It is impossible to mention all those who contributed to the success of the conference and to this publication, however there are a number of individuals and organizations that I would like to acknowledge. Thanks to my colleagues at Rural and Small Town Research and Studies Programme for their support and assistance; Floyd Dykeman, Keith Cossey, Karen Estabrooks and Cathy Colwell. Thanks to Mary Ann Mclaughin and

Wayne Patterson for their assistance in planning the conference and the Canadian Council of Social Development, the provinces of New Brunswick, Nova Scotia and Prince Edward Island, for their financial support. Thanks to the Secretary of State Promotion of Official Languages Branch for providing financial assistance with simultaneous interpretation and translation of some materials. Thanks also goes to Canada Mortgage and Housing Corporation and Mike Daley, Regional Manager for the Atlantic Region for his help with the conference. Special thanks go to the authors of the papers and to all the speakers who contributed greatly to the conference.

These proceedings were primarily derived from the conference proceedings with minor editing changes. Several presentations were not available for publication. The editor accepts full responsibility for any errors or omissions.

Ron Corbett
Senior Research Associate
RSTRSP

INTRODUCTION

On a beaucoup parlé du besoin de communication, de coopération et de coordination ente les secteurs public, privé et communautaire du logement. On reconnaît l'urgente nécessité d'amorcer un dialogue entre les différents acteurs du logement afin de répondre avec plus d'efficience et d'efficacité aux besoins de logement de tous les Canadiens.

Parallèlement, on a toutefois déployé très peu d'efforts, voire parfois aucun, pour bâtir des ponts ou des partenariats entre les acteurs du logement. Souvent, les conférences, ateliers et séminaires consacrés au logement se sont limités à un problème ou à un secteur particulier. Quoiqu'utiles, ces rencontres ne peuvent qu'aborder de façon restreinte les grands enjeux qui intéressent le secteur du logement.

Afin d'amorcer un dialogue entre les acteurs du logement et d'aborder la question de la construction de passerelles, le Programme d'études sur le milieu rural et les petites villes, en collaboration avec le Conseil canadien de Développement social, a organisé au printemps 1989 un atelier de l'Atlantique sur le logement sous le thème **Bâtir un partenariat entre les acteurs du logement**.

Les objectifs de cet atelier étaient les suivants : 1) amorcer un dialogue entre les différents secteurs du logement; 2) cerner et débattre les sujets de préoccupation communs; 3) identifier les obstacles à la

construction de passerelles ou de partenariats et 4) discuter de la nécessité d'entreprendre une telle construction et du processus requis.

La conférence a attiré des participants des quatre provinces atlantiques et de l'Ontario, aux professions et aux intérêts variés, notamment des architectes, logeurs, promoteurs, travailleurs sociaux, responsables du logement, urbanistes et politiciens. Les secteurs privé, public et communautaire du logement étaient tous trois bien représentés, ainsi que les groupes de bénéficiaires (familles monoparentales, personnes seules et ménages à faible revenu).

RÉSUMÉ DES ACTES DU COLLOQUE

Les actes du colloque comprennent des remarques liminaires et six grandes sections :

SECTION 1 : BATIR DES PARTENARIATS EN MATIERE DE LOGEMENT : OBSTACLES ET PROBLEMES.

SECTION 2 : BATIR DES PARTENARIATS EN MATIERE DE LOGEMENT : ENJEUX ET PERSPECTIVES.

SECTION 3 : LE GROUPE DE TRAVAIL DU NOUVEAU-BRUNSWICK SUR LE LOGEMENT : UNE EXPÉRIENCE DU PARTENARIAT.

SECTION 4 : LES PARTENARIATS ENTRE LE PRIVÉ ET LE PUBLIC : L'EXEMPLE DU PARC WYNN.

SECTION 5 : LES PARTENARIATS A L'ÉCHELON COMMUNAUTAIRE.

SECTION 6 : LA RÉSOLUTION DES CONFLITS COMMUNAUTAIRES.

Dans ses remarques liminaires, Irene Swindells a laissé entendre que l'histoire du logement au Canada fournit maints exemples de partenariats en matière de logement. M^me^ Swindells enjoint aux milieux concernés de s'appuyer sur ces fondements en vue de développer un secteur solide et efficace.

Dans la section 1, Ginger Breedon (du secteur public) et Robert Shaw (du secteur privé) évoquent les obstacles à la construction de partenariats. Ils identifient un certain nombre d'obstacles, y compris des intérêts fragmentés, des objectifs contradictoires, une réflexion linéaire et la présence d'intérêts particuliers. Les deux exposés soulignent qu'en dépit des obstacles, il importe que les différents acteurs du logement s'efforcent de bâtir des partenariats solides afin de relever avec succès les défis présents et futurs dans ce domaine.

Le section 2 traite des perspectives de construction de partenariats. M. Dawes examine l'avenir des besoins de logement au Canada et déclare qu'au niveau national, provincial et communautaire, l'élaboration de partenariats

solides dans le secteur du logement permettra de répondre aux besoins fondamentaux en la matière. Robert Jarvis, conférencier principal de la conférence, et John Dawes cernent les possibilités et affirment la nécessité impérative de bâtir des partenariats. M. Jarvis examine les caractéristiques des trois secteurs principaux du logement (public, privé et communautaire) et présente un schéma ainsi qu'une stratégie indispensables pour établir des partenariats efficaces.

Dans la section 3, Sue Rickards et Jim Gorham évoquent leur expérience au sein du Groupe de travail du Nouveau-Brunswick sur le logement, en ce qui a trait à la construction de partenariats. M^me^ Rickards explique comment le groupe de travail (en tant que processus) a fait office d'outil de construction d'un partenariat à l'échelon communautaire et entre les membres du groupe. M. Gorham examine le rôle et l'apport du secteur public au sein de ce groupe et prône un partenariat renforcé entre le public et le privé dans le domaine de la construction, de la gestion et de l'administration de logements sociaux.

Dans la section 4, Peter Nelson, directeur de la planification à la Ville de Truro, et Kevin McCarthy, associé d'une entreprise de développement local, parlent de la nécessité du développement à l'échelon local et des possibilités en ce sens. Un projet de développement précis (le parc Wynn) illustre la collaboration entre les secteurs privé et public, les difficultés qui

surgissent et les avantages cumulatifs inhérents à l'établissement d'un partenariat pratique au niveau local.

Marie Brann et Larry Little abordent la participation communautaire dans la construction de partenariats. Selon M^me^ Brann, les programmes de logement, dans leur structure actuelle, pêchent essentiellement par leur conception et leur contenu, de sorte qu'ils ne possèdent pas la souplesse requise pour répondre aux besoins particuliers de régions comme le Cap Breton. M^me^ Brann recommande un nouveau paradigme qui propose un partenariat communautaire permettant de trouver des solutions aux problèmes socio-économiques fondées sur un contexte communautaire précis et sur des liens communautaires. M. Little cite le Programme de logement novateur de la Saskatchewan à titre d'exemple d'utilisation du logement comme moyen d'établir des partenariats à l'échelon communautaire.

Dans la section 6, on présente un modèle et des principes en vue de résoudre des conflits entre des partenaires éventuels. Cherie Brown, animatrice de l'atelier de résolution des conflits, expose la nécessité de clarifier les questions et d'amorcer un dialogue face à face.

REMERCIEMENTS

Il est impossible de mentionner tous ceux et celles qui ont contribué au succès de cette conférence et collaboré à cette publication. J'aimerais toutefois re-

mercier un certain nombre de personnes et d'organismes : mes collègues du Programme d'études sur le milieu rural et les petites villes (PEMRPV) qui m'ont apporté aide et soutien, Floyd Dykeman, Keith Cossey, Karen Estabrooks et Cathy Colwell; MaryAnn McLaughlin et Wayne Patterson qui m'ont aidé à organiser la conférence; le Conseil canadien de Développement social, les provinces du Nouveau-Brunswick, de la Nouvelle-Écosse et de l'Ile-du-Prince-Édouard qui ont prêté leur concours financier; la SCHL et Mike Daley, directeur général de la région de l'Atlantique, qui nous a aidés tout au long de la conférence. Je remercie tout particulièrement les auteurs d'exposés ainsi que tous les conférenciers dont l'apport fut très précieux.

Le présent document est principalement tiré des actes de la conférence, avec quelques petites révisions. Plusieurs exposés n'ont pu être obtenus à des fins de publication. Le réviseur assume l'entière responsabilité de toute erreur ou omission.

Ron Corbett
Conseiller principal en recherche
PEMRPV

OPENING REMARKS

Building Housing Partnerships: A New Idea?

1

Irene Swindells, CMHC, Atlantic Region
Member of the Board of Directors, Ontario

The topic of building partnerships is one we are hearing a great deal about. It seems to be the theme of the 80's. Partnerships are discussed in the fields of health care, programming for our growing seniors community, education, and even foreign aid.

Two years ago, during the United Nations' International Year of Shelter for the Homeless, the United Nations' Centre for Human Settlements urged member nations to push harder for partnerships. They thought it was the only way to improve the lives of the millions of people throughout the world who live in the most appalling conditions.

Here in Canada, during 1987, a major conference was held on homelessness. And the theme was - you guessed it - New Partnerships: Building For The Future.

If this phrase -- this slogan or idea -- is being used in so many contexts, what does it really mean? Can it be defined? Or is partnership like love? Love is there, you know it, you feel it, but it varies so much with the individual circumstances it is difficult if not impossible to

define. There is patriotic love, family love, love for friends, parents and children. They are all a form of love, but not one is the same.

If partnership is like love, what does it mean when we apply it to housing, or the broad sweep of the built environment and human settlements?

In order to understand what partnership meant I asked a number of individuals how they defined partnership. I was a little surprised by the variety of answers I got. Here are just a few examples of responses.

> "It usually means concessions. For example, if you want me to build more affordable housing, I need the zoning bylaws relaxed."
>
> "When people say they want partnerships, what they really want is a government grant or a tax break."
>
> "Oh that's an expression they use in the United States when they try to rebuild in the slums in the heart of cities."

The responses are all different, they seem to lack a common message, and they carry a hint of suspicion -- a 'What's in it for me' attitude.

While my questioning certainly didn't constitute an ex-haustive or statistically valid survey, it would seem that while there's lots of talk about partnerships, there doesn't seem to be much understanding of what it

means. I don't think we've been communicating very well. Every time the subject comes up it's as though it's been discovered for the first time, a sort of intellectual 'Eureka' for the ills of the housing world.

Is it possible that the idea of partnerships really isn't new, just rediscovered? If I look at the development of housing in Canada, starting at the national level, I see a very distinct stream of partnership.

As a member of the Board of Directors of Canada Mortgage and Housing Corporation, the Federal Government's housing agency, I have had the opportunity to learn about many of the housing programs that have been developed over the years. It seems that housing partnerships, even as a legal term, has existed since the late 1940's.

Among the first joint efforts the federal and provincial governments worked on were land assembly for future housing developments, clearing slum areas, and building public housing. That was all initiated in the first 10 years of Canada Mortgage and Housing Corporation.

At the community level, housing authorities to oversee government-assisted housing development were established with representatives from the federal, provincial and municipal governments.

The federal government also established partnership arrangements with the private sector. When the demand for market housing was great in the early 50's, and the federal government needed to respond, it didn't start

building houses. Instead, through Canada Mortgage and Housing Corporation, the government developed the plans, set the standards and the private residential builders constructed the houses. It was a very effective partnership and resulted in tens of thousands of homes for returning veterans and their families. It was also the beginning of one of the most competitive and competent building industries in the world.

The need to provide financing for homes was the next opportunity for private-public partnership with mortgage insurance being the end product. Financial institutions in the private sector provided the bulk of the mortgage financing, both for construction and purchase. The builder or home buyer paid a share, and the government guaranteed the loans. That partnership has been in place, relatively unchanged, for nearly 40 years.

When this country was in desperate need of skilled urban planners, architects, appraisers, inspectors and researchers, Canada Mortgage and Housing Corporation joined forces with the academic community and together built a professional cadre. That partnership continues to this day through scholarships and research funding.

In the following decades, partnerships have been built and expanded to include local governments for neighbourhood improvement programs, infrastructure support, and residential rehabilitation programs. There are very few communities in this country that haven't benefitted in some way from these alliances.

Perhaps the most significant broadening of these relationships came with the increased government support for non-profit housing groups. By working together this "third sector" has matured to the point where nearly one hundred percent of government-assisted housing is created by these community-based groups, with little or no capital funding from government. Government support is provided in the form of mortgage insurance and operating subsidy deficit payments.

There have been other major partnership efforts as well, including urban redevelopment on the south shore of False Creek and on Granville Island in Vancouver; on the Halifax waterfront; Market Square in Saint John; the Old Port in Quebec City; and in the core area of Winnipeg. Innovative housing partnerships have provided affordable housing in the downtown areas of Toronto, Montreal and Winnipeg. Canada Mortgage and Housing Corporation has run demonstration projects where "sweat" equity was the principal contribution of the future home owner.

Examining all these programs, and recognizing that other levels of government and the third sector have also initiated programs, I am compelled to believe that partnerships have been a highly successful means of providing homes in this country. It is not a new concept but one with a rich history which can be used to form a solid base on which to build future partnerships.

So I would suggest that a major goal should be to examine how these partnerships have evolved, what lessons we've learned and how those relationships can be broadened.

It's not enough to just discuss it. Looking around this room, there are 50 people here for two, 8-hour days, that's a month's worth of dedicated time. We should be able to achieve a great deal by setting our minds to the task.

I would like to see us attempt to redefine partnerships, set a course of action and make a commitment to meeting some specific goals. And perhaps most important of all, add at least one new partner; the Client! The beneficiary of these projects! Why are they overlooked in discussions about partnerships? Surely before we go galloping off in all directions at once it is imperative to find out from the most vitally interested party what the real needs are.

I hope that by the end of the conference we can describe who the partners are, or should be; what needs to be done; and what actions we have to take to do it best.

SECTION 1
BARRIERS TO BUILDING HOUSING PARTNERSHIPS: PROBLEMS, ISSUES AND OPPORTUNITIES

Barriers to Building Housing Partners

2

Ginger Breedon, Deputy Minister
Department of Industry, Prince Edward Island

I must confess that I am not exactly sure what is meant by "Building Partners Within the Housing Community." Partners, and in turn, partnerships, can run the full range of relationships from a legal, contractual arrangement to a very general relationship which is based on common interests, concerns, and/or benefits. In the case of the housing sector, partners or partnerships range from both ends of this spectrum and many points in between. For example, builders and developers, and developers and municipalities, frequently become partners in the full legal, contractual sense to develop housing projects. On the other hand, non-profit groups and government housing agencies frequently work with client groups and general special interest groups in an arrangement which is, in the broadest sense, a partnership.

The main focus of this paper is the broader, non-contractual partnership. The one that exists among all of us as participants in, or consumers of, the housing sector. All are affected by the decisions made by each

participant. By this fact alone, we are already partners in the housing community. The question then is whether an attempt is made to more favourably recognize this fact and deal with it in a way that produces positive results, or whether we ignore it, make our decisions and take our actions based on what we each feel is best for us. I believe this workshop is intended to address this basic issue.

In thinking about the barriers to building housing partners, a number of things come to mind. As might be expected, most of these barriers are not mutually exclusive but very much overlap and, in some cases, could be seen as parts of the same problem. However, for the purpose of discussion, I would like to identify and comment on five factors which I have found, through experience with the Prince Edward Island Housing Corporation, to be barriers to building housing partners.

The first is expectations. Time and again I have seen individuals and groups outline their wishes for housing which are totally beyond their financial means, the financial means of government and the ability of the home building industry to provide at a price which the individual or group can afford.

While it comes as no surprise, and may even be seen as a positive situation, that people's wishes are higher than what is available, the continued pressing of these expectations can lead to serious frustration by all parties. This in turn tends to force the different actors

in the housing community apart and into defensive positions.

An example of this type of problem, which the Prince Edward Island Housing Corporation is experiencing at present, is the pressure to seek government funding for a homeownership program for young couples. This pressure reflects fairly widespread expectations in Prince Edward Island that a newly married, young couple should be able to acquire their own home. These expectations are further complicated by the related high expectation of just what is to be contained in that first home.

At the same time, the Housing Corporation believes the expectation that a couple starting out can acquire a home is unrealistic in much of Canada (and the western world) and increasingly so on Prince Edward Island. Also, traditionally, people have not acquired their first home until they have worked a number of years and have saved an equity input. To ignore these factors on Prince Edward Island and respond to the expectations being expressed from a number of sources would be extremely expensive and take money away from other areas of greater need. The Prince Edward Island Housing Corporation is becoming defensive about this issue!

A second barrier to building partners is the incorrect perception of need. Many times over the years, the Prince Edward Island Housing Corporation has experienced lobbying from a community regarding the need for

a certain type of housing. This frequently has been senior citizens housing.

A somewhat classic example of this was an initiative by Cardigan, a community of 300 plus people in eastern Prince Edward Island. The Housing Corporation was the focus of lobbying by federal, provincial and municipal politicians, the local parish council, the local service club, local youth groups, etc. As a result, the Corporation had the community identify seniors who were interested in a senior citizens project. Thirty-two seniors were initially identified. The Housing Corporation then proceeded to interview and assess these interested seniors and found that only sixteen actually wanted to have an application taken. Many of the others indicated that they had simply put their name forward because they wanted the community to get a senior citizens facility and they didn't want to say "no" to their neighbours who had contacted them.

The Corporation subsequently proceeded with the construction of a four unit seniors project in Cardigan. In so doing, the Corporation came under attack from the municipal council and other groups in Cardigan who were adamant that four units were not nearly enough. With the completion of the project, the Corporation moved to fill the building from the sixteen identified applicants. Only three of the sixteen agreed to move in. The others all indicated that they had only applied because they felt pressure to do so or that they wanted

the units there just in case they might need them in the future.

This type of incorrect perception of need by interested community groups, with no apparent sense of responsibility for subsequent decisions, has been repeated many times in Prince Edward Island. The end result is the generation of mistrust and the pulling back from seeking input and assistance of community groups by the provincial housing agency.

A third barrier to building partners is the commitment to the process. While most of us individually would agree that it is important, useful, and possibly mutually beneficial to work with other participants and consumers in the housing community, the commitment to take the lead role in doing this is frequently lacking. All of us -- builders, government agencies, real estate firms, community groups -- wrestle everyday with how we are going to use the limited financial and human resources and time we have to carry out our work.

Notwithstanding the planners who tell us that some of our time should be used for efforts that may have longer term paybacks, most of us tend to direct the bulk of our resources to immediate problems and opportunities. This is particularly true of smaller organizations, groups and communities.

The development of partnerships in the housing sector generally involves longer term payoffs. As a result, it can be extremely difficult to find the commit-

ment among participants to provide the resources for taking the lead role in this type of endeavour. Secondly, it can also be difficult to obtain the commitment of sometimes diverse interests in taking the time to establish and nurture a productive partnership.

A fourth barrier building partners in the housing community is the proliferation of single issue, special interest groups. I imagine we are all aware of the phenomenal growth in special interest groups. The media is full of reports that this, or that specific issue-/problem, is the most important thing facing government, the community, civilization, or whatever. The issue can be health, the environment, the needs of a certain segment of society, housing, etc. The interest group can represent consumers, the industry, the targeted population and even government.

I feel this fragmentation of issues into absolute positions creates many problems for a large number of sectors including the housing community. From a public sector standpoint, it becomes impossible to honestly address or work with the numerous groups. The conflicts between interest groups take up resources that would be better used addressing the problems. Credibility suffers after one hears from ten different groups that their issue is the most important one and must be addressed immediately.

All of these factors work against the development of constructive and productive partnerships. I believe this

has generally been better recognized by the industry segment of the housing sector as groups like the Canadian Home Builders Association, the Lenders Association and the Canadian Real Estate Association have been established. These encompassing interest organizations are able to articulate in one voice the concerns and interests of their many members. They are also able to bring together the diverse interests and concerns of their members and make decisions on what issues should be pressed at any point in time. Similar structures/coalitions have to be created in the consumer and need sector if focus is to be brought to the issues and if opportunities are going to be there for constructive partnerships.

The final barrier I want to speak about is the different objectives that many of the participants in the housing community have. While many of the basic objectives are essentially the same (e.g. affordable and decent housing), each participant also has their own specific objectives or hidden agenda. The developer and builder must have as a primary objective the making of a profit. The government agency may have objectives ranging from purely political, to social, to economic. The municipality may be most interested in expanding its assessment base. The community group may be interested in having a building to put its name on. The resource group may be interested in generating enough revenue to maintain its staff and overhead.

These differences in objectives very much highlight the need for the building of partnerships in the housing sector. At the same time, they also represent a strong force working against the successful development of such partnerships. However, if success is to be achieved, these differences must be recognized, addressed, appreciated and understood by the participants.

These are but a few of the existing barriers to building housing partnerships. However, in spite of these and many other barriers, it is absolutely imperative that we work at building successful partnerships. The "how to" of doing this is the difficult task left to the remainder of this workshop. I am sure you will be successful in identifying useful approaches that will assist us all in utilizing our respective resources to the betterment of the housing community.

Identification of Common Issues and Concerns Within the Housing Community

3

Robert W. Shaw, President
Clayton Developments, Nova Scotia

"Every morning a gazelle wakes up in Africa and knows instinctively that in order to survive it must run faster than the fastest lion -- every morning a lion wakes up in Africa and also knows instinctively that in order to survive it must run faster than the slowest gazelle." Now it doesn't matter if we compare the housing industry to either a lion or a gazelle, in either case, we must all wake up each morning running in the fast paced economy -- new ideas, new technologies, new concepts -- and it's not all bad because it helps us all to produce more effectively.

I use the word "industry" in lieu of community as I strongly believe we are (all of us in the delivery system) a part of a very volatile and significant industry. There are few industries in this country that impact on the socio-economic fabric of our society as strongly as housing.

It is a massive employer in the economy, it is capital intensive and it cuts to the very nature of our sense

of home and hearth. That being the range it is no wonder that it is so highly politicized.

When looking at the issues one must immediately recognize the wide breadth of the partnerships that do exist. The delivery system of which we are all a part is extensive. It involves all levels of government, a myriad of regulatory agencies, builders, suppliers, community groups, trades people, manufacturers and our entire financial system. It also must guide itself through an ever-widening public decision-making process to gain approval.

To this delivery system we add a variety of opinions, principles and issues. These range from:

- housing by right
- issues related to the protection of the status quo
- issues relating to the common good
- issues relating to "individual property rights"
- the issues of housing as a market enterprise.

We have constructed a maze of "controls." Regulations, by-laws, zoning, development contracts, municipal planning policies. Our provincial planning acts themselves are worded primarily in the negative – thou shall not this. . ., thou shall not that . . .

The various levels of government have set in place a fairly integrated bureaucracy to "control" the housing environment. The builder, developer or community group finds itself in the role of "producer" and the local govern-

ment agencies assume the role of "controller." Not surprising these positions often result in conflicting views, conflicting objectives and a general frustration by all. This can be identified as the largest global issue. A delivery process developed over 50 years has placed a far greater confrontational atmosphere in the forefront when what is required is a process of collectively planning and implementation to meet real needs.

It must be appreciated that a system substantially based on the premise that regulation must be imposed out of fear of what might happen without regulation leads directly to this equation.

> ". . . If current regulation has supported the creation of good development and good housing then it must follow that more and more regulation will produce better and better development and housing. . ."

This type of linear thinking has contributed to today's environment by reinforcing itself time and again. It has carried on to such an extent that the regulatory process that controls housing delivery can now stifle development, prevent innovation, adds costs and often render the final product too expensive to meet real needs.

This issue has been belaboured but only to tie it closely to its negative influence on the delivery of housing. If it is conceded that new technology should lower housing costs, that innovation will reduce cost, and

that affordability in housing is still our largest challenge -- then it is our first focus.

Let me give you just a few examples: as a builder/developer I have done each of these things in my own business:

1. Built roads of excessive width and straight as an arrow at the additional costs over less expensive neighborhood layouts - merely to accommodate the speed at which a municipal snow plough can move along the street.

2. Built sanitary services in duplicate to accommodate a line in an outdated municipal plumbing code.

3. Constructed dual sidewalks on small cul-de-sacs of 8 houses at an additional cost of $1000 per house.

4. Built houses 16' apart in one part of metro Halifax to adhere to a fire separation by-law, which under contract in another part of metro, one can build on smaller lots with half the separation distance with no fear of fire separation.

These examples are all regulatory costs before one even gets to build the actual housing unit.

One of the side issues to regulation is that it is primarily written for "new" construction and as such is unadaptable for renovation and rehabilitation activities. The consequences of this over the past 10 years has been to impede the effective and economic renovation and rehabilitation of our housing stock.

To conclude this point, it has been shown in United States studies that if the residential regulatory environment (excluding health and safety provisions) could be streamlined and reformed it could cut 10-15% off the cost of housing. What a bonus to the affordability question!

I contend therefore that the major barrier to building partnerships is the vested interests each of us have. Where then is the potential for partnerships? Certainly the most significant partnership arrangement is with delivery participants working more closely with the public sector. Many such relationships have matured over the years as industry associations, government agencies and community groups float in and out of favour with the changing policy environment. Yet these tend to be marriages of short duration that often put aside the conflicting objectives for a common goal. This is important.

The longer term however requires a rethinking of the position that housing plays in the growth of our society. It has long been seen to play a significant role in how our towns and cities have grown and how they appear to us as citizens. Yet the key issues have not been effectively addressed.

We need to address the future not with a view from the past which embodies past practices, past technologies, and past success and failures. Government and the housing industry need to support new technologies,

new financing methods, new innovations all directed at securing the best product at an affordable price.

This means the processes need change, the joint conferencing must be less vested and bureaucracies must be measured on successful implementation of projects to meet needs -- not solely on control.

There are many steps being taken -- builder workshops and builder education are being conducted jointly with industry and government. Regulatory reform, tripartite effort of the Canadian Home Builders, Federation of Canadian Municipalities, the Canadian Housing and Renewal Association and Canada Mortgage and Housing Corporation is under way. Members of industry sit on hundreds of local, provincial and federal boards, councils and agencies concerned with social, technical and economic research as a means of keeping the process of assimilating objectives and policies of all groups alive.

The process is slow however, and the rate of change in society is like the rate of change in our economy -- rapid.

If we are to achieve forward thinking change we need to bring all participants together in joint conference wherever and whenever possible. That is the real benefit of a conference such as this. It should be repeated over and over again so that the widest possible thinking will permeate the various groups that deliver housing to reemphasize that local government, local values and local practices impact far more positively or negatively on

the delivery of housing in each of our backyards than the most intellectually sound and comprehensive national housing policy that could ever be written.

Until we all are prepared to do our part to effect logical, positive change, devote time and energy to work openly and honestly with all other participants and be forward thinking, we will not solve the issues nor will we build real bridges. Will Rodgers once said, "Even if you are on the right track, you'll get run over if you just sit there."

> "Three people were stranded in a lifeboat. As time passed they found a bottle floating in the water and rubbing it a genie appeared – as they often do in those stories. The genie granted each survivor a wish. The three deliberated their options for an hour to no avail. The first survivor finally wished he were on the beaches of Hawaii and instantly disappeared - presumably to Hawaii. . . The second asked if he could be relocated to Paris and he too disappeared. The final survivor rowed on - racked by indecision as to his choice. The genie pushed him for a decision and finally he blurted out he wished his two friends were here to help him decide. . . "

Like the survivors - we in the housing industry see barriers created as a function of conflicting attitudes and the absence of a collective attitude. As an industry we must look at what is before us and move on it. Delay is

often the real retardant of so many things that could be done.

We need to look more critically at the process in which we work, probe the regulatory process and promote new ideas. Where the innovation conflicts with current practice but appear to offer real benefit or opportunity; (1) challenge the barriers you face, (2) challenge relevance and (3) challenge outdated concepts. In so doing so you will have done your part to enhance the delivery system in the long term.

Not everyone will be living in the stereotypical bungalow of the 50's much longer as we age and households continue to adapt from the nuclear family of the 50's. The home will need to be more in keeping with our lifestyle in an information age. Our municipalities will need to create more innovative ways of dealing with the urban situation, to provide new planning models that fit the economic realities of people in a changing economy as we move from a producer of goods to a more service oriented society.

All the factors that have thus far propelled housing, from regulation to building practices have essentially remained unchanged for the best part of 50 years. It is time to make sure we each do our part to see that change in the housing delivery system is realistic and not a forced duplication of old habits.

The greatest barrier is our vested attitudes and the greatest partnership is a maturing of the process and the participants to deliver on the real needs by each of us taking the small steps needed to create the industry we know it can be.

SECTION 2
BUILDING PARTNERSHIPS: OPPORTUNITIES AND CHALLENGES

Common Issues and Concerns: The Potential for Partnerships

4

John Dawes, Provincial Director
CMHC, Prince Edward Island

INTRODUCTION

The focus of this panel discussion is on identification of common issues and concerns within the housing community.

In a country as vast, lightly populated, and diverse as Canada, our economic and social development has often been characterized by public and private enterprise. This is especially true in the case of housing where the government and the private sectors have played important and complementary roles.

Our housing market operates primarily by market forces with limited government intervention with the housing industry being a significant economic force. Equity in housing enables many households to become financially self sufficient which is important to the economic and social well being of many Canadians. This also creates a significant vested interest in the development of our communities.

Governments in Canada have played a significant role in housing low-income people whose housing needs are not usually responded to effectively by private market forces. Faced with the prospect of fiscal restraint over the foreseeable future, governments are under pressure to effectively use the resources available for housing.

We cannot overlook another significant force in the housing market which is the role of community organizations. Canada's historical traditions of direct community involvement in housing are strong. The traditions of homesteading and barn raising are well within memories of those still living. Although direct involvement in construction has diminished, we have many examples of community enterprise and community participation in the planning and development of housing. This is particularly true in Atlantic Canada.

The housing market faces considerable changes over the next decade as the result of economic, demographic and technological developments. Notwithstanding different motivations, the various actors involved in housing share common issues and concerns. These include: (1) a desire to promote affordable housing; (2) a recognition that we need to protect and upgrade our existing housing stock; (3) a consensus on assisting needy households; and (4) a requirement for better co-ordination and harmonization between housing and the activities of other agencies that can affect housing.

The policy environment in Canada has become more attuned to the development of jointly shared solutions to housing issues. A wide-reaching network has been established between all the participants active in the production, consumption and regulation of housing. We are attempting, more than ever before, to identify commonly shared issues and to develop and implement a full range of responses.

EXISTING PARTNERSHIPS

A partnership can result when government identifies an unmet need, which translates into a market opportunity for the private sector. The "Granny Flat" or "Garden Suite" is an example of this. A Granny Flat is a portable dwelling which can be placed in the backyard of an existing home. It enables the occupant, perhaps a grandparent, to live in a private space while being able to rely on family members for support. It was recognized that this could create a new option for supportive housing, and unsubsidized living, which the private market was not providing. By working together, the manufactured homes industry and government have created a small but growing market for "Garden Suites" and made this new option available to those with needs for limited support.

Other partnerships seek to resolve conflicts between competing needs or objectives. The area of regulatory

reform is an example of this. In housing, the construction industry is confronted with different sets of regulations from three levels of government. From the viewpoints of the governments, many of these regulations are essential to ensure the quality of housing and the community environment. From the point of view of the home builders, some regulations are duplicative, possibly inconsistent, and certainly expensive to comply with, and may prevent innovations from occurring. In response to this, the Canadian Home Builders' Association, the Federation of Canadian Municipalities, and Canada Mortgage and Housing Corporation are working together to streamline regulations. They have agreed that governments' responsibilities have to be fulfilled but that non-essential constraints on building practices must be identified and eliminated.

Many partnerships exist to improve productivity and quality in the private sector, often through transferring new technologies. New and better methods are often slowly adapted in the home building industry. This is because it is composed of many small firms, and also because of the outdoor, on-site nature of construction work. Considering both of these factors, it is rarely possible to give the work force intensive, on-the-job training. The Canadian Home Builders' Association and Canada Mortgage and Housing Corporation have established a partnership and are combining their technical

and organizational skills to transfer technology to the industry through builders' workshops.

Governments emphasize consultative processes and actively seek the views of interest groups and the general public before making policy decisions. This can be seen as a private-public partnership approach, since stake holders are being actively involved in the decision-making process, even though the decisions are ultimately made by the government.

These four examples of partnerships all have narrowly defined objectives. Other partnerships are more general in nature. The National Housing Research Committee has members from three levels of the public sector, the housing industries, and the voluntary and not-for-profit sectors. Its aims are to improve the coordination of research into all aspects of housing and to share results.

HOUSING PROBLEMS: THE NEED FOR PARTNERSHIPS

At the same time it should be noted that there are problems calling out for solutions. These are problems that neither the public nor private sectors can solve on their own.

One of the problems which greatly concerns Canada Mortgage and Housing Corporation is housing quality. In this region especially, housing is in poorer condition

than it could be compared to the other regions in Canada. There are many reasons for this. In large part it is a problem of income and affordability which is not easily corrected. It is also a problem of technology and lack of information, which can be corrected by partnerships of government, industry, and consumers.

Our studies have shown that consumers are frequently not knowledgeable about requirements for the maintenance and repair of their homes, and do not understand the benefits of preventative maintenance or the costs of deferring repairs. This too often results in much bigger repair bills down the road. It imposes costs on consumers who have to pay the bills, on federal and provincial governments which subsidize some of the repairs, and on municipalities which suffer from reduced assessments and tax revenues. Somehow, technical information on proper maintenance and repair practices has to be better communicated to homeowners. This situation provides challenging opportunities to both business and government.

New building practices and materials have led to big improvements in the air-tightness and energy efficiency of new houses. At the same time, technical research is demonstrating that the indoor environment can have major impacts on human health. For example, indoor moisture promotes the growth of mould which might affect the body's immune system. Also, building materials, furniture, and household products give off chemi-

cals which may be harmful when inhaled over prolonged periods. These findings indicate that there is a need to develop and refine cost-effective systems to provide fresh air indoors, to ensure that construction trades are able to install them correctly, and to encourage consumers to demand and to use them as they are intended to be used.

The technologies of housing construction, renovation, and building materials are evolving quickly. Local, provincial, and national building codes must become more flexible to keep up with these improvements, and to replace outdated and disproven methods and materials. At the same time, new information must be communicated to the job site, to improve the performance and durability of new and renovated housing.

HOUSING OPTIONS - HOUSING PARTNERSHIPS

The first baby boomers will hit retirement age early in the 21st century, a little more than a decade away. We are now beginning to focus our attention on developing a range of financial options and housing choices for an aging population.

Seniors will be a strong consumer force with different lifestyle orientations as varied as today's generation of consumers. The housing industry and the community planning sector must start now to prepare for the future to meet the needs of an aging population.

Seniors' housing raises the issue of developing a more co-ordinated approach to housing and social services. Many elderly people in urban and rural areas want to continue to live as independently as possible and to have assistance available in their own communities. We need to form new partnerships to examine alternative approaches to coordinating housing and social services.

The way Canada Mortgage and Housing Corporation is proceeding in this area provides a good case study of how the corporation is using the various means available to it - research, information, demonstration and consultation - to provide leadership in helping the market adapt to change and in promoting affordable housing. Canada Mortgage and Housing Corporation's role in the ongoing development of the seniors' housing market is that of facilitator. The main thrust of its efforts is to increase the range of housing choices available to older Canadians.

Efforts must continue to be made to promote access to affordable housing. In some markets, housing demand has resulted in rapid price increases and a decline in homeownership affordability. A need for more affordable housing options has become a common issue and concern.

Municipal planning in many communities has become preoccupied with zoning land for high priced single family homes. Long time residents and today's children could be forced out of their own neighbour-

hoods and communities because of high priced housing. Seniors wishing to move out of large homes may not have anywhere to go. Young people starting families will have the same problem. Even in areas where zoning of multiple forms of housing is allowed we have housing that is designed to exclude families with children. The proliferation of split entry walk up apartment buildings creates a form of housing that is inaccessible for those who have mobility impairments.

A problem we all share is how to encourage planning strategies which promote a mix of housing to accommodate various housing needs and different income levels. Builders and design professionals could also be more sensitive in design of buildings to improve accessibility for the disabled. The challenge is to develop partnerships between the various sectors to encourage and facilitate new housing options in this environment of changing housing needs.

COMMUNITY PARTNERSHIPS

Over the past two decades governments have become less involved in the ownership and management of social housing. Community-based non-profit housing groups have emerged to sponsor and develop projects. This often involves partnerships between the volunteers in our community and community development organizations.

We have learned that housing projects which involve local communities and individuals directly in the design and implementation can have a lasting effect in improving social and economic conditions for the disadvantaged as well as creating stability for our communities.

The tradition of community enterprise is alive and well in Atlantic Canada. We have many fine examples of community development initiatives to create housing options for those not adequately served by the private housing market. This is particularly evident in rural communities and small towns throughout this region.

Through joint effort and cooperation we can build a broader and firmer social consensus on assisting needy households. This means general agreement among Canadians that everyone should be decently housed. Communities in particular need to ensure access to integrated housing for a range of income groups.

CONCLUSION

Canada Mortgage and Housing Corporation is committed to working with others to identify and eliminate impediments to assisting needy households effectively. Such impediments include regulations that inhibit the supply of low-cost housing or exclude certain groups from living in particular neighbourhoods. They also include community opposition to projects for low-income and special-needs groups.

In my remarks, I have discussed examples of partnerships in which Canada Mortgage and Housing Corporation has been involved. Each of these have had a different kind of objective. To summarize those objectives, they were:

1. To identify and promote new market opportunities to satisfy unmet needs of consumers.
2. To resolve conflicts between different interest groups or between different objectives.
3. To develop, test, or transfer new technologies.
4. To seek the input of stake holders prior to making policy decisions.
5. To share information.
6. To promote the development of housing options to meet the changing needs in our society.

These partnerships are not always formalized, and they do not always involve contracts or financial obligations. A partnership does not always look like a partnership, at least on the surface. Our experience has been that where there are commonalities of interests, openness to exchange views, and a willingness to accommodate differences, then dialogue, at any time and in any form, can lead to unexpected, positive results. The mutual benefit of co-operation can be our most important contribution to meeting the challenges ahead.

We all have a role to play as it is the future of our communities that is at stake. We can enhance our traditions of community involvement in the planning and development of communities to ensure that the basic needs of shelter are provided for all people in our community. We must accept the challenge to work together to meet the future housing needs of our society.

A Model for Building Partnerships

5

Robert E. Jarvis, Chairperson
Board of Directors, CMHC, Ontario

When I was first invited to discuss private-public partnerships, and why there were barriers to building partnerships, I was a bit taken aback. That there are barriers, we all know. But what are the barriers and how do they get in the way? The more I thought about these barriers the fuzzier they became. Very quickly, I discovered that I wasn't even certain I knew what a private-public partnership was.

Fortunately, I have had experience in both realms. Most of my time for the past 25 years has been spent as a lawyer dealing with municipal legislation governing the development of land. In this "arena," and I don't use that word lightly, because it often feels like the lions and the Christians, I sometimes think that I participate in the last blood sport allowed in North America, particularly when I am at a planning board hearing -- and losing.

I am part of, and work for, private enterprise -- the development industry -- throughout southern Ontario, in both large and small communities. On a day-to-day basis I work with municipal and provincial governments

and agencies and like most of us, I take pride in helping to create good development.

As Chairman of the Board of Directors of Canada Mortgage and Housing Corporation, I'm still interested in well-balanced communities, good development, the quality of our homes, and everything associated with housing. Looking at it from a national perspective, and as a result of wearing these two hats, I've had considerable exposure to both the private and public sectors. I'm not an authority on how they operate, or what makes them tick, but I've certainly had the opportunity to observe them at close range. Perhaps if I compare and contrast their goals and operating style we can see what distinguishing features cause barriers to partnerships and where there might be some fertile common ground.

I would also like to expand a bit beyond my assigned topic of barriers to private-public partnerships. I want to recognize, as you have done here with your program, the essential role of community-based, non-profit groups, non-governmental organizations, volunteer groups, charities, community associations - call them what you will. In housing language, they're the "third sector" and in the last few years have become far more active in shaping our communities and building housing.

First, what do these three broad categories of groups principally want to achieve? What's their bottom line?

In the private sector, it's a business, and to the owner or investor, who presumably must feed, clothe and house himself or herself and family -- must make a profit. This is minimal. If he intends to stay in business, he must make enough to proceed to his next project, buy stock, pay staff or whatever the particular business demands. The business person's bottom line is that he is looking for a return on investment and the dollars to fund the next project, often in a high-risk setting.

In the public sector we don't have owners and it is as rare as hens' teeth to find profit centers within government. Government exists, in purest terms, to provide a legalistic framework within which people can live safely and where generally held ideals can be maintained. Because it uses the taxpayers' money to do this, and need not break even, let alone make a profit, the goal must be the greater public good. Public policy goals are not necessarily cost-effective but they are useful.

The non-profit sector is different again. These community-based organizations quite obviously do not want to make a profit like the private entrepreneur, despite usually being product oriented. They don't have the financial resources or elected power to set policy or create programs. What they have is a shared belief in something, and, to succeed at all, the enthusiasm of their convictions.

This is a fairly fundamental description of the goals of the three sectors. What characterizes the style of operation of these three groups?

On the public side, the government sector, public is the operative word. Subjects are debated in open forum with extensive media coverage of the issues. Public expenditures are involved and every opinion heard. It's life in a fishbowl and it becomes a question of competing demands for resources and compromise – not quick decisions.

The individuals who inhabit this watery world - the politicians and public servants - must engage in rounds of consultations and meetings with all the interested parties, draft proposals, get a multitude of concurrences or approvals before a program can even be implemented. It's a slow, meticulous and essential process.

Simply selecting the individuals to work within this process is a transparent operation. Competitions are held according to strict guidelines of qualifications, experience, in some instances language skills or ethnic background. Whether you may be handicapped could also have a bearing. It's a fair and equitable system, but can be extremely time consuming and frustrating.

Living in a world of law making tends to impose an environment of regulations, rules and procedures. It's essential if everyone is to be treated the same but as many of us have learned, to our complete frustration, it can cause unbearable delays. This, of course, means

the individual public servant who must carry out these rules is thought to be hidebound by bureaucratic red tape. And sometimes they are, but they've got a whole pecking order to make sure they aren't wrong.

Size and organizational structure make it impossible for a government department to operate in the most cost-effective way. The private entrepreneur, by contrast, attempts to organize himself in such a way as to achieve his goal in the fastest, most efficient way possible. And with successful businesses, the goals are generally very well defined.

Decision making power is normally vested in a very small number of people, with clear authority and the resources to get the job done. Protracted discussions and negotiations cost time and money and must be actively avoided. Because of these constraints, external contact is limited to those deemed essential to the success of an undertaking and because of the competitive nature of business, privacy is the watchword. The same applies in the area of staffing. You try to find who is best suited for the job, whether it's a lawyer, a planner, an architect, or an engineer. You don't run a nationwide competition, you pick up the phone and make an appointment. Then you sit down, negotiate a price and hire.

The result, ideally, is the right talent, in the right place, at the right time. Overall, you tend to get a very cohesive, co-ordinated and effective team.

Attempting to transplant this style of operation to the public sector is only done at one's peril. I know, I did it. I also had my wrist slapped for breaking the rules and not holding open competitions for a team. It was perceived by the public watchdogs as not being open and fair. However, the circumstances forced the situation. A development scheme had gone awry, there was a law suit and speed was essential. We got the suit settled, the development underway, achieved a good balance of market and social housing, made a profit of $25 million for the federal government, and received a reward for community service. Did the end justify the means?

The community-based organization has a completely different style of operation again. It's often voluntary, with no skill testing question for membership and no hope of monetary reward for effort. Leadership often falls to the most articulate. He or she must lead through persuasion and constant reference to the emotional needs and values of the members.

Because the style is collegial, decision making can be time-consuming as individuals must be convinced that a particular course of action needs to be taken. And because personality plays such an important role in the vitality of the group, those who are less confident, or less vocal, may feel their views are not heard. Sustaining a solid membership base is an on-going process and sometimes can sap the energy of a group and make it less able to pursue its goals.

Funding is an on-going pre-occupation of every community group. Individual members make contributions, fund raising drives are held and governments are lobbied for support. The need for membership support and money forces non-profit groups to operate in the public eye and deliver their message as forcefully as possible.

We have three sectors, driven by entirely different motives, operating in very distinct environments which dictate three very different styles of operation. On the face of it, there seems to be little that could draw them together in a co-operative venture. Furthermore, the perceptions each holds of the other are often so exaggerated and negatively drawn that hostility, rather than mutual effort, can be the result.

The private entrepreneur is seen by many as single-mindedly pursuing a project at the expense of the environment, the neighbourhood, and the health of the community. Rarely is this sector seen as the producer of worthwhile goods or services, competitively priced for the majority of Canadians. Not until it threatens to leave or shut down business operations is this sector acknowledged or accepted as the economic lifeblood of a community.

Governments, as we all know, are too big, uncaring, inefficient, squanderers of the little taxpayers' money, disrupters of a free marketplace and/or tools of big

business interests. That's a description many people would feel to be accurate.

Non-governmental organizations, on the other hand, are preceived as collections of misguided individuals or ideologues who probably used to wear their hair long and are vegetarians. They represent single interests and shrilly demand that governments and private business stop the world so their group can direct what should happen. They can't necessarily contribute either the money or the product but they can certainly demand that others do so. They're too often described as a bunch of bleeding heart amateurs who are seeking a platform for personal gratification.

Are these fair descriptions of the three sectors? Of course they're not fair or accurate. Unfortunately, more often than not, in private moments, people will let it slip as it's how they view these groups.

Is it even rational to propose that ways can be found for these groups to form partnerships or alliances? The reality is much different and all that is really missing is the ability to look at a common goal and modify the means of operation.

But first there must be agreement on the goal – the need. People have to share a common belief that a need exists - that it is to their benefit in some way to attempt to meet the need. If the house is burning down everyone will rally around to save it. If it's merely slowly crumbling to bits it's a lot more difficult to generate

enthusiasm to do something. Despite the fact that the end result may be the same, we sometimes need a flashpoint to get people's attention.

There is a better way, I believe, and if we don't begin adopting it voluntarily, circumstances will impose it on us.

The first thing that is required is leadership: strong individuals in civic organizations, community groups, and within the business world. They must communicate - talk to one another, not as adversaries at public meetings or armtwisting through the media. I mean intelligent, calm discussions with vivid examples of where the problems exist, what they mean for the future and where avenues of mutual interest may exist. Because the truth is we can no longer rely on governments "to do it" for us. Let's strip aside the stereotypes, moderate our voices and start talking.

Then we must encourage each sector to network, both internally and externally. Business people talk to business people. Social action groups should talk to their counterparts within the community. Political leaders should be approached by all to assure them that the concerns and ideas have a broad base of support. And bureaucrats must learn to listen to "The Winds of Change" for they are excellent assimilators and implementors. Whatever the goal, it is essential that the political leaders be part of the planning and decision-making process.

If you can't explain a problem, which is often the case, show them. For example, the business commun-

ity knows very little about the poor - the quality of their housing, the meals they serve their children, the desperation of their lives. Don't read statistics, don't talk about increasing crime in neighbourhoods. Get the business leaders out of their offices to walk through the streets and apartment buildings. Then they can see need with a common vision and perhaps start moving towards meeting it.

People who are leaders, no matter what sector, are leaders because they have imagination, drive, knowledge and energy. If these talents are harnessed there is really very little that can't be achieved.

What you need next is a plan. And I believe it must be a 'big plan.' When I think of a "big" plan, I recall my own experience with a non-profit group trying to build a theatre. We wanted the best, most modern theatre in North America. We had to get everyone on side, businesses, various levels of government, all the interest groups, the neighbourhood. It was also going to be a non-profit theatre once it was established. This was unheard of at the time.

Well, we built a plan and worked it through. And to our surprise - and the amazement of many others - we got it. Two metro Toronto councillors actually told me later "I would never have voted for this theatre in the first place if I had believed you would really raise the money!"

So, the plan should be big enough to deal with the real problems and opportunities within the community.

No important undertaking can be done piecemeal. Communities, and society as a whole, are far too interdependent to take a narrow view. The plan must be for a long enough term so that it has flexibility. Private-public-voluntary leadership can rarely operate in lockstep but it must be present, recognized, and encouraged.

The plan must allow for those times when things will be out of sync and provide a continuity of policy and direction while adapting to changing circumstances. A slight hitch should never be allowed to stop the forward motion.

Next, a vehicle is required to put the plan in action. It must be a mechanism that can accommodate the natural operating styles of the three sectors, coordinate the various phases and initiatives within the plan and have the full support of all three sectors.

The most effective means found to date is a special purpose agency or corporation. This has certainly worked well in the Canadian experience. It takes everyone off their own 'turf,' at least briefly, and keeps the objective firmly fixed.

Mechanisms must be found for encouraging and integrating citizen participation on an on-going basis. It ensures that projects are fully sensitive to local needs, priorities, and opportunities, and in some cases can actually relieve governments of some program responsibility activities.

Actual administrative responsibility for program elements should be pushed as far "down" the administrative chain as possible, and should rest as close to the ultimate user group as possible.

In summary there are a number of the important steps that can be used and are necessary to further partnerships within the housing community.

We have to establish a common goal or vision. The leadership within each sector should be identified and motivated. Then, every means possible should be found to network within each sector, among those who share common styles and characteristics. Then it should be expanded among the sectors.

There must be a regular flow of information for everyone involved. In some instances, as I mentioned, it may be necessary to actually get people out of their own environments and show them what needs to be done, or what the benefits of a particular action will be.

Next, build a big plan with as much flexibility as possible and try to avoid narrowing your focus and becoming hidebound. Finally, if you need a vehicle to operate the plan through, set one up. Create a special purpose agency through which all sectors can contribute their expertise on neutral ground.

These are some of the elements I believe are required if we are to achieve effective partnerships. There is no textbook or ready reference manual we can consult to create effective partnerships. We're still very much in a learning stage. But conferences like this, where committed individuals can share their ideas and experiences are helping to build a body of knowledge that at least provides sign posts.

I don't think we can really afford to operate in isolation of one another any longer. We must strive with far more energy to find threads of mutual interest rather than nourish our prejudices.

SECTION 3
THE NEW BRUNSWICK HOUSING TASK FORCE: AN EXPERIMENT IN PARTNERSHIP BUILDING

The New Brunswick Housing Task Force - An Experiment in Partnership Building

6

Sue Rickards, Co-ordinator
Housing Task Force, New Brunswick

In May 1988, the 10 members of the New Brunswick Housing Task Force met for the first time. Eight of them had been appointed by the Minister to represent different sectors, geographic regions, and population groups. The other two members were named independently, one by the Aboriginal Peoples Council, and one by Habitation New Brunswick, which was then known as the Provincial Steering Committee of Housing Coalitions. Of the 11 people at the meeting that day, only two of us had met previously.

None of us knew exactly what we were getting into. By the end of that first meeting, a week before embarking on an intensive 5-week tour of the province, we were beginning to get an inkling of the complexity of our task. We were to go forth and listen to anybody who wanted to say anything about housing and we had very few rules. The tour had been planned; everything was organized from a logistical point of view, but from the point of view of content and results, we were starting from absolute scratch. We wanted to be very flexible in

our approach because, as Murphy's Law says, "By definition, when you are investigating the unknown, you do not know what you will find."

Fortunately for the Task Force, we had a supporting local structure in the form of the housing coalitions. These groups of individuals had begun organizing in Saint John and Fredericton, with the initial goal of encouraging the provision of non-profit housing. In 1987, they were instrumental in organizing a conference on homelessness in Saint John. One of the recommendations of this forum was the establishment of a task force on housing, a recommendation which was adopted as part of the Liberal platform in the election that fall. The creation of this Task Force became the responsibility of the new Minister of Housing. Although it was called the Minister's Task Force, it was clear from the outset that it would operate at arms-length from the New Brunswick Housing Corporation, from the government generally, and from the Minister specifically. The independence of thought and operation with which Mr. Trites, Housing Minister, endowed the Task Force was a significant component of its success. We were given the freedom to act within the bounds of our collective common sense. Contact between the Minister and the Task Force was maintained through the coordinator, who was based in the Minister's office – this contact was never control.

I make a point of mentioning this because I believe that it is very important, in any type of collaborative

effort, that all partners have real responsibilities and trust each other to carry them out. Such an operation manipulated from the top would quickly have become a farce.

The relationship between the Task Force and the expanding network of housing coalitions was synergistic, one of those joint actions in which the total effect is greater than the sum of their effects when acting independently. The development and ultimate success of the Task Force and the coalitions became intertwined. The coalitions used the impending visit of the Task Force as a means of stimulating local interest in housing issues. They planned meetings and discussions with housing consumers, prepared presentations and briefs, and kept a high profile in their communities in advance of the arrival of the Task Force. They also set the local schedule of visits for Task Force members, so that we could visit people's homes, food banks, resource centres and other facilities where we could listen to people in informal and comfortable settings. In the regions where local coalitions were operating, interest in the Task Force was certainly greater, and attendance at meetings was higher than in regions where there were no coalitions, or where the coalition was in its infancy. So it's fair to say that the Task Force raised the profile of the local coalitions, giving them at least a short-term focus, while the coalitions provided experiences for the Task Force which could probably not have been achieved any other way.

The coalitions remain in place, with the support of the New Brunswick Housing Corporation, as the ongoing mechanism for consultation and advocacy at the local level. The Task Force, having completed its assignment, passes into the pages of history.

It's interesting to speculate on what each group did for the other, the chicken-egg syndrome, although clearly the coalitions came first chronologically. We can complicate the discussion even more by stating the premise that the Task Force was in fact a coalition.

My dictionary defines a coalition as a temporary union for a common purpose. To this I would add that the members of a coalition generally represent a variety of perspectives.

The Task Force met these criteria. Its purpose and term were clearly stated at the outset. Its members included representatives of municipal non-profit housing, construction and real estate, the home manufacturing industry, economic and social development planning, farming and rural concerns, banking, early family intervention programs, journalism, and government. Added to these were representatives of off-reserve native people and the local housing coalitions. You can appreciate the mixed bag of backgrounds from which the Task Force had to identify a commonality of issues and solutions. In fact, one of the first items on our agenda was how to approach the inevitable differences of opinion which were certain to surface and which might prevent unanimity in

our report. At the time of this discussion it was decided to wait and see what kinds of conflicts arose. The subject never came up again because, although there were disagreements, some of them irreconcilable, the Task Force members acquired the practice of looking for the common ground and the themes on which they could agree rather than disagree. And, amazingly enough, there was always common ground.

The whole process was facilitated by the personalities of the Task Force members, and I suspect this was largely a matter of luck. Certainly people got annoyed with each other from time to time, but everyone understood why we were there, and brought a great deal of good will to the meetings. When conflict appeared imminent, one of the members - and it wasn't always the same one - would suggest a compromise or would divert the issue into calmer channels. As far as I know, everyone parted congenially, with much broader horizons than when we started.

The personality factor, and the group dynamics which developed, leads to another conclusion about why this Task Force worked. Our relationships developed along the lines of a family rather than a committee. Members learned to disagree with each other without being disagreeable; learned to predict each others' responses in certain situations, and to form a united front when faced with obstacles. Our thinking and understanding of the issues evolved simultaneously and collectively. This was

not a superficial experience; it was profound in both personal and professional ways. We had to support each other because we were the only ones who really understood what we were going through. This is a bond which will always unite the members of the Task Force even if we never get together again.

In giving you this background, three factors have been identified which contributed to the success of the Housing Task Force as an example of intersector collaboration in gathering information and formulating recommendations which, by all accounts, are widely respected.

The first factor is that the Task Force was given enough responsibility and independence to impress its members with the importance of their job. The ball was tossed into the court of the Task Force members and we were told to run with it. As a result we often had to make up the rules as we went. At the same time, there was a feeling that the Task Force was an experiment in government-public consultation; if we failed to achieve reasonable results, this process would be discouraged. There was, therefore, a certain amount of pressure to produce, along with the mandate and the basic resources to undertake the task.

The second factor is that the goals of the Task Force, which while undefined or very general in some ways, were specific enough to focus concentration on definite objectives in a limited time frame. Given these

constraints, we had to cooperate and work under less than ideal conditions. This feeling was heightened by the fact that the budget of the Task Force was limited, requiring the members to accept a bit less than first class. We tried to maintain the basic comforts, because the days on the road and subsequent meetings were very long and arduous, but it was not a luxury trip. I think, however, that this frugality actually made us feel a bit smug, when we note other more expensive studies which didn't cover half the territory ours did.

The third factor is that the experience was intensive rather than extensive. The members were together a great deal in a short time span, which contributed to the rapid development of group dynamics, provided shared experiences, and taught how to interact with each other in positive ways simply because there was no time to waste. Also, because we were together so frequently at the outset, under some very difficult conditions, we got to know each other quickly, to lean on each other's strengths and avoid each others' ignition points. Everyone was willing to make sacrifices of time (and sleep) because the process was finite, a unique, one-shot adventure, rather than an ongoing mechanism which had time to get bogged down.

In an interesting article on citizen participation in the American magazine "National Civic Review," Fern Portnoy identified seven requirements for successful intersector collaboration: (1) a shared vision, (2) the same agenda,

(3) commitment by all participants, (4) sensitivity to working styles, (5) defined structural relationships, (6) awareness of power issues, and (7) recognition for everyone. She also stated what she called the "Fundamental Rules of Every Relationship":

- In any negotiation, trust is essential.
- In any relationship, a feeling of loss of control is inevitable.
- Finding the right person to provide leadership is a key to success.
- Timing is everything!

Reflecting on the establishment and operation of the Task Force, it is to easy to see that all of these ingredients were present to a greater or lesser degree, although we were not consciously aware of them at that time.

Our greatest asset was not knowledge about what we were doing, or even how to do it, but a willingness to seek the common ground, and to fall back on a sense of humour when all else failed.

The Task Force succeeded because as a small group, it was realized that we needed each other to accomplish anything significant. On the larger community and provincial scene we are beginning to make the same discovery and to take the steps toward integration of policy and action which will lead to real social and economic progress.

The Need for a Private-Public Partnership Within the Social Housing Sector

7

James F. Gorham
Landlord & Real Estate Developer, New Brunswick

The Task Force on Housing, which was appointed about a year ago (1989) was originally conceived without the participation of the private sector. At the insistence of the cabinet this thrust was changed as the makeup of the Task Force can attest. As a private businessman involved in various aspects of housing I can assure you that the views of the private sector were represented in the many discussions that resulted in our final report. Without the participation of the private sector the report could have been quite a different document.

But the original perception, that this Task Force was to deal only with social housing and that social housing means government housing, persisted. A high percentage of presentations were individual personal housing tragedies, that could be boiled down to lack of sufficient income.

A much smaller proportion of briefs were presented by representatives of the private sector. We heard from architects, builders, and landlords as well as private sector groups such as the New Brunswick Homebuilders

Association, the New Brunswick Real Estate Association and the Chamber of Commerce. These groups represent a good number of the private sector players in the housing industry.

Although these associations did address social issues, their primary concerns were for the health and growth of their own industry.

This is only normal: the businessman making a living in the housing industry wants to deal with clients that can afford him a profit with the least trouble. In the past this has not included very much social housing.

Traditionally the private housing industry has had little involvement with social housing other than tendering on projects and construction. Government agencies have handled social housing almost exclusively. Unfortunately this approach has proved unsuccessful. Large, low income ghettos like "The Rifle Range" in Saint John are now a major and urgent problem. The reputation of these projects has reinforced the attitude that social housing, and its various problems is to be avoided if at all possible by the private sector.

In addition, the red tape involved in dealing with the provincial housing agencies, and the political intrigue often associated with tenders calls are two more reasons social housing is avoided. For example, last fall tenders specified mini homes to the exclusion of stick-built homes which precluded a large majority of the construction industry from involvement.

The perception of social housing as a government responsibility exists today and perhaps explains why the private sector wasn't more involved in the Task Force. But change is in the air! As a result of Task Force recommendations there are increased opportunities for private-public partnerships within the social housing arena. As example, the new rent supplement program has already been expanded with additional provincial funding for 250 more units in the 1989 budget.

The adoption of the shelter allowance concept as adapted in the rent supplement program enables the private sector to participate as partners with the provincial government in social housing by providing good, acceptable accommodation at market rents. It provides the client with affordable, integrated housing from which the big step to independence can be made. Not all clients will make it, but maybe their children will!

Providing safe, adequate housing is not in itself enough. The other glaring need that the Task Force recognized was that of continuous support or counselling.

Many of the people we met need support and guidance to even reach the point where they could be integrated into the community.

This is where local level partnerships are a necessity. Either local volunteer groups, or private organizations must be given the mandate to educate and

counsel those who need it. Some suggestions that the Task Force made include the following ideas:

1) Visitation counselling service: by peer-group workers assigned to each client receiving housing assistance.
2) Incubator housing: located in existing housing projects with on-site support systems.
3) Supervised apartments: for those clients needing minimal but ongoing assistance due to age or handicaps.

It is possible for the private sector to provide most of these services if they are allowed to participate. The general feeling in the industry is that co-ops and non-profit groups receive unfair financial incentives that are not available to the private developer. Equal opportunity to participate on a level playing field will be required before the private developer will want to become involved. Therefore, the general rule should be "Let the government provide the funding and let the private sector provide the rest".

The private sector is concerned that dollars are being wasted on unnecessary capital expenditures in co-op housing and non-profit programs that are not targeted to those most in need. At the present time over 50% of residents in co-operatives are not within the core need group. Another major issue is that non-profit groups are encouraged to build in areas that already have a suffi-

cient high vacancy factor which indicates there is sufficient supply to meet existing demands. Why subsidize additional building when affordability of the clients is the real problem not supply?

Private industry participation is necessary to make social housing work. Providing housing is a 24 hour job; I know, I manage 205 units. Things go wrong after 5:00 p.m. Things go wrong on weekends! Personal and immediate attention is often necessary which may not be able to be provided by volunteer non-profit groups.

What the private sector supplies is a vested interest in its business; in its building and in its tenants. Government agencies, non-profit groups and most co-ops cannot provide this. The time has come to privatize social housing and localize administration. "Contract out" all aspects of the housing industry, including property management, counselling and financing as well as construction.

It is important to note that those expected to supply these non-traditional services must be re-educated. The perception that social housing is the sole responsibility of the government is still there and must be altered. It will take more than a tender call in the paper to shift this responsibility. It will take political courage to implement these changes and financial resources to provide the support and determination to follow through.

SECTION 4
PUBLIC/PRIVATE PARTNERSHIPS
THE WYNN PARK EXAMPLE

Local Public Private Partnerships
The Municipal Perspective

8

Peter A. Nelson, Director of Planning
Town of Truro, Nova Scotia

INTRODUCTION

The theme of this particular conference is "Building Partners within the Housing Community." The scope of such a conference is broad and varied and one which challenges us all to think of the relationship between the private and the public sector and of the effectiveness of our mutual cooperation.

Wynn Park is a project which is innovative with respect to its targeted market and conceptual design. Without judging its technical merits I would have to congratulate the developer and his associates for taking on the challenge of providing a private sector response to what is often perceived as being a public responsibility.

The approach taken by the developer enhanced a private-public collaboration. The planning and design associated with this project was well advanced prior to being submitted. Basically, Wynn Park was a well conceived idea presented in a concise form. I empha-

size this fact, particularly, because I believe there is very good reason to suggest that cooperation between any two parties is always enhanced by initial preparation.

WYNN PARK - AN OVERVIEW[1]

The Wynn Park project was developed to address the special needs of the elderly. In particular the project was designed to provide an alternative housing option for the elderly who could no longer maintain their bigger older houses.

Wynn Park is located between Old Truro Road adjacent to the Trans Canada Highway access. It is also within close proximity to the hospital, bus station and golf course. The downtown commercial core and the shopping malls are located less than a mile from the development.

The project will provide a quality neighbourhood that specifically responds to a growing market. The initial market research undertaken demonstrates that neighbourhoods such as proposed in the Wynn Park development are very much in demand.

---

[1] This overview was prepared by the editor using the planners report prepared by Peter Nelson, Planning Director, Town of Truro, and a report submitted to the Town of Truro by Robert A. Jeffries, architect for the Wynn Park project entitled, **Lower Truro Road Project: Housing For Special Needs.**

A number of different housing types including duplexes, townhouses and group homes will be included in the development. When completed 56 duplexes will have been built with living space ranging from 720 square feet to over 900 square feet (not including the basement). Some units have connected car ports and paraplegic access. Each duplex unit can be tailored to meet specific individual tastes. Nineteen two storey townhouse units are included in the development. Within the townhouse site the density will be higher and the backyards smaller. These smaller units are designed to provide an additional shelter option for seniors. Future plans also include the building of a number of group homes. These group home units will accommodate up to 12 individuals and are designed for the elders that require only a bedsitting room. There units are meant to be a bridge between the homeowner or renter and the nursing home.

In addition, a corner store, community room and doctor's office will be developed. Amenities to be provided include recreation areas, treed pathways and a neighbourhood pond.

The project will be carried out in 4 phases as a means of reducing speculation risks and upfront servicing costs. In the first phase, 6 duplexes will be constructed along the existing town road so there will be no need for construction or extension of services. In Phase 2, a further 8 duplexes will be constructed. This will

require the construction of a cul-de-sac and extension of municipal services. The town houses will be built in Phase 3 and connected to all municipal services. In the final phase the group homes will be constructed, and the commercial and recreational facilities completed.

MUNICIPAL COOPERATION (PREPAREDNESS)

The ability to be ready for events is one objective which all planners try to achieve. The ability of local government to react on proposals which may require changes to existing municipal regulations depends heavily on a developer's preparation, documentation and clearly set out objectives.

It is often a struggle to meet such challenges particularly when the objectives are not advanced at an early stage, or are advanced with information which is not current. This is because the relative effectiveness of municipal response is through public policy and administrative controls which are procedural and therefore difficult to change. Council, Committee and staff must have sufficient information to enable them to evaluate the desired changes, the potential impacts, and make a decision based on the facts and the merits of each particular case.

As an example of how this works two case studies of development proposals will be examined, the first one

where the developer was not prepared and the second, the Wynn Park example.

A particular policy in the Town of Truro Municipal Development Strategy designates areas for future 'low' density residential development and may be zoned to 'medium' density standards subject to certain set criteria. The first proposal is one which has a three year history and is very difficult to summarize other than to deal with events. The first example involved a parcel of land on Young Street which met all the criteria as set out in the public policy and an application to rezone was made. The following multiple events occurred:

- applications made to rezone, five times;
- reviewed by Truro Planning Advisory Committee, four times;
- Council hearings, three times; and
- provincial appeal board hearings, two times.

. . . to this day all we have is a cow pasture.

WHAT HAPPENED?

Policy was being followed to a tee, the application for rezoning should be approved . . . after all this is the stated objective of the municipality.

The major obstacle was that public bodies/tribunals, etc., were being asked to make a decision without the benefit of a concrete proposal. This created a great deal

of confusion, in the face of public outcry who were also being asked to believe the developer, without any concrete evidence or guarantees regarding the final product. Politicians who were initially brave became less so and the opportunity was lost.

In short, the developer was not prepared to display his/her objectives and to provide solid information on the specific development proposal. Even the resource staff of the municipality could do little because they were not given any information regarding the objectives of the applicant.

I need not express the relative cost, and frustration that was involved by those who had to go through the approval process. Much of the cost would have been saved had the applicant put more into development pre-planning and communicating his objectives to Council, planning staff and the Planning Advisory Committee.

MUNICIPAL PREPAREDNESS

I do not want you to think that the developer is the only one at fault here. As is often the case "it takes two." The municipality had over those last three years, questioned this "unpopular policy;" and efforts were and are being made to change the policy.

However, this is not always a simple matter, nor should it be. You can not develop policy in hindsight and expect to satisfy anyone, you may be problem

solving, but you are not planning (by definition). The policy makers in this instance should have had the foresight to anticipate this obvious a flaw.

What does this have to do with "Wynn Park?" Well, they were confronted with the same policy but approached the matter in an entirely different way:

- they investigated by-law standards and policy to determine their "best" position.
- they talked at an early stage with the planners and others to "assess" the 'best' approach.

This sponsored a very positive working relationship which enabled everyone to work toward a common goal and to devise ways to expedite the processes as a means of achieving the objective. This was because the municipal staff and politicians knew the objectives and had a good understanding of the overall project at an early stage of the process.

In order to expedite the project a number of methods were utilized. They include:

- conventional rezoning.
- other policy opportunities.
- making requests for policy changes which were seen to be necessary.

This has enabled the developer to make progress in the face of a problem with municipal policy, to the point where serious consideration was given by council regarding development costs. Because of this experi-

ence council is examining how their policy can be made more flexible to assist developers in reducing costs and encouraging development.

DEVELOPMENT COST

I would speak briefly to 'development cost' in so much as how they affect situations like the above. While it may be possible for municipalities to be more creative in the administering of such cost, it is through effective planning and cooperation between the public and private sector that real cost can be saved. I needn't tell you who in the above two cases was cost effective. The Young Street effort is not only three years old, . . . but also many thousands of dollars have been expended without anything being achieved. The Wynn Park effort involved about the same investment capital, but development has occurred and costs are being met with cash flow.

The Urban Land Institute of America has a published document "Paying for Growth" which suggests that there are substantial economic advantages to cutting down on soft costs of development, basically through good planning (policy/regulating) and cooperation on funding schemes. This, if responsibly applied, can produce increased development opportunities and encourage rather than discourage private-public partnership and private sector development.

SOCIAL HOUSING

I would also speak to social housing issues . . . in Nova Scotia . . . go to any municipal government and mention social housing and watch your welcome diminish by the words. It is not because social housing isn't recognized as being needed, it's because the costs are out of control. It would appear that governments are poor developers. We take money and put it through a system which eventually (with safe guards) constructs something, which at the end is maintained by government. This is not cost effective.

The Wynn Park development responds to a social need in a very different way. Truly it is the objective of the company to make money but by keeping the standards high there is cost benefit in sales and at the same time they develop something which is socially responsive, economically viable, independent, and self administering . . . looking back at cost it would seem very attractive to give 'development 'cost'' (hard cost) incentives to market-ready privately developed projects which take on a social challenge.

In conclusion, I would draw attention to the difference between our two events and emphasize that the real difference is in both parties doing their planning up front and thereby allowing for creative decision making. Local private-public partnerships are important and can lead to cost benefits and quality development. It is not regulation we fear, it is indifference and ignorance in the application of regulation.

Private-Public Partnerships
The Developers Perspective

9

Kevin McCarthy, Developer
Truro Real Estate, Nova Scotia

Proverbs 24: 3,4
By wisdom a house is built, through understanding its rooms are filled with rare and beautiful treasures. Any enterprise is built by wise planning, becomes strong through common sense and profits wonderfully by keeping abreast of the facts.
Proverbs 15: 22
Plans fail for lack of counsel, but with many advisors they succeed.

A DEVELOPERS APPROACH

Most people have a fear of others taking their ideas before they have a chance to make a success with them themselves. This sometimes causes developers in particular to be apprehensive about sharing their development ideas with others such as planners, architects, town council, suppliers, or even with other people in their same field. In the highly competitive society of building and developing, this can be a limitation or barrier to building linkages. I believe, that indeed, the fear of

losing one's ideas or plans to others has stopped many projects from being realized.

The Wynn Park development came about from a perceived need for seniors housing in Truro. Our group had obtained an inactive real estate company that owned land suitable for development, located within the Town, within a short driving distance to the hospital and the central business area.

The first meeting with Peter Nelson, the planning director for the Town of Truro, to discuss the proposal went much better than expected.

One could anticipate that the frustration would begin with the initial meeting between the developer and the planner -- but I am not sure for whom. In my inexperience I let him know what I was thinking (paranoia set in) and to my surprise during our discussion, some new ideas began to come about which could make things work under the present Planning Act. Now what is really shocking was that it could work well for both sides. At the end of the meeting we had come to an understanding of what was permitted and where changes had to be made.

After the meeting with the town planner we now had an idea of what was permitted regarding density and housing type under the Town regulations. The development partners, with the planner's input, then began to discuss planning the concept of our project on paper in

order to move towards the construction phase of the project.

It was at this time that the word "architect" arose. It was decided that we would approach one of these folks who make everything look so workable on paper, but impossible to put into action (unless of course you read the blueprints or ask questions). We were fortunate in that we came upon an architect who agreed with the direction that we could afford. He was also willing to look at the site, listen to our ideas and meet with the town planner.

With a keen sense of optimism an appointment was set between the town planner, the architect, and myself. In my innocence and not being aware of what can happen between a planner and an architect, I stuck my head in the middle without actual fear of losing it, and began to discuss some of our ideas as to what was possible and to firm up the design option of the project.

Meetings were held among my three partners, myself and the architect to discuss site and subdivision layout and structural design of buildings. [Lest you think this happened overnight, I want you to know that my children grew a year older while we were still planning and building on paper.] Then the day of truth arrived, when the plans were presented to both ourselves and the town planner.

All three parties prepared to come against the great wall known as "Town Council" and its Planning Com-

mittee. Here is where I was told that there are 60 days in a year. I was soon to learn that they were half right. However, again much to my surprise, I found that with some creative planning, open discussion, and attempting to play the game according to the rules, until they could be changed, the wall could be penetrated. During the course of our discussions with council for changes to municipal regulations, we were able to start construction and prove that we could be trusted as developers. At the same time we developed and presented our reasons for the need for changes in planning policy and regulations.

As developers we were fortunate in that Phase one could be started before all the changes we were asking for were approved. This was largely due to the previous planning that had been done by us. The first stage could be initiated without large outlay of capital for servicing costs which initiated cash below and helped to control development costs and in compliance with the planning regulations.

We also became aware, during the planning stage that there was a whole other game to be played - the marketing of the project to an untapped market and educating the target group to the fact that other attractive affordable housing options were available to them which would meet their needs. This in turn took a great deal of energy and patience in dealing with one of the most experienced and cautious consumer groups of

today's society -- the elderly. This was done while also attempting to juggle all the other activities and situations developers face including the most important of all, project financing.

OBSTACLES

Now that I have shown the approach of beginning a housing development such as Wynn Park from this developer's point of view, I would like to briefly discuss some of the obstacles we have encountered and give you some suggestions as to how they can be overcome.

In dealing with the architect, we had to depend on his research and his creativity to produce our ideas into something workable and readable. To find an architect willing to work with inexperience without taking advantage, and one who had experience himself in subdivision planning, not to mention experience in planning housing for seniors, we had to look to Halifax, 60 miles away.

This made for problems in itself in that once construction started, the need for face to face discussion on design sometimes had to be delayed. This in turn caused some delays in construction. We are still trying to find a solution for this ongoing situation.

In dealing with the town, we were shuffled from one department to another:

planning department
engineering department
town council
planning advisory committee
public hearings
water department
assessment offices
building inspector
town clerk
town solicitor
tree commission

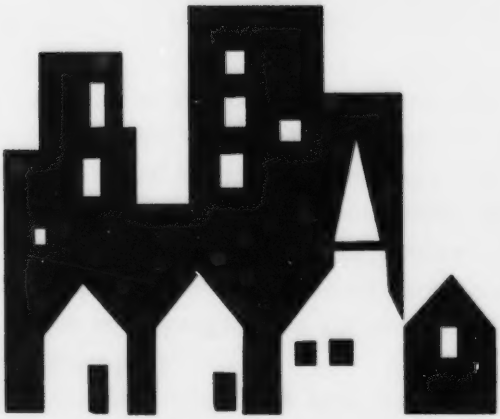
It would be impossible to detail all the problems we encountered with each department, given the time constraint could keep us all here forever. A short time was spent with each of those listed, some more than others and some far more than the others. It was extremely difficult to identify who was actually in charge. There was also a tendency for each department to try to intimidate you. So everyone was treated with kid gloves (from the mayor to the backhoe operator) for fear that if you insult one person or the other, it would put you on everyone's black list.

As an alternative approach the town could appoint a person or persons to represent the departments as a whole. This person could educate the developer on the policies of each department concerning each specific type of project. This in itself could be a positive way to

encourage development within the town. As time passes, our experience, however, has been that the lines of communication with the various departments has improved with mutual co-operation.

CONCLUSION

Wynn Park is to our knowledge the first of its kind in eastern Canada. Though thankful for our progress thus far, we continue with apprehension but with hopes of not only further co-operation with the town of Truro and its various departments, and with our architect, but also with our market. We also would hope that Provincial and Federal Governments would see us as partners that can contribute in a positive way towards meeting a great and growing need and without our asking, would realize that the private sector can make accomplishments within the social sphere and that they would offer financial support. If not to developers such as ourselves, then to the people who wish to live in a retirement community such as ours. At the local level towns could offer incentives to developers as an encouragement to build similar types of projects. If we are to meet the increasing demand of the elderly looking for housing options new partnerships need to be established at the local, provincial, and national level. These partnerships need to include all sectors, private, public, and community based.



SECTION 5
COMMUNITY-BASED PARTNERSHIPS

A Grass Roots Approach to Partnerships The Road to the Future

10

Marie Brann
New Dawn Enterprises, Nova Scotia

The purpose of this paper is to discuss the issues of housing from the community-based perspective. In that context I would like to do three things: Firstly, talk about community economic development generally. Secondly, discuss the relationship between national housing policies and community-based development, and finally share one example of a community solution to local housing needs.

To begin with, when one talks about community economic development it is important to remember that community economic development (CED) and, in particular, Community Economic Development Corporations, do not fall out of the sky, rather they emerge as a response to a particular economic environment. To be extreme, it is unlikely that these Corporations would spring up in Markham or Burlington, Ontario - places that have the highest per capita incomes in the country. It is not surprising, however, that a Community Development Corporation (CDC) would emerge in a place like Cape Breton Island.

There needs to be a set of pre-conditions with respect to the economic and social fabric of the community before a CDC is likely to be created. One of the best terms to describe these pre-conditions is that the community be in a state of depletion.

With respect to the Cape Breton economy, it is well known that unemployment rates have been consistently high -- for years in the range of twelve to sixteen per cent, and, most recently, twenty-four per cent. Several years ago New Dawn adopted a different method for examining this problem. The level of participation in the labor force in Cape Breton was compared with the level of participation of the labor force within the province of Nova Scotia as a whole; within Canada, and within the City of Ottawa. The figures are, to say the least, interesting. If Cape Breton, as of tomorrow, were to have the same level of participation in the labor force that is enjoyed within the province of Nova Scotia, it would be necessary to create 11,000 jobs. If Cape Breton was to enjoy the same level of participation within the labor force per capita which is enjoyed nationally, 30,000 jobs would have to be created. Finally, if Cape Breton was to enjoy the same level of participation in the labor force as is enjoyed by the City of Ottawa, 88,000 jobs would have to be created.

These figures help to present a clearer picture of the severity of the problem. More pointedly, these figures provide a sense of economic depletion that exists within

the Cape Breton community. In such depleted communities there is one further characteristic -- an attitude of low self-esteem that states: "Things have not improved in this community for the past two hundred years, and things are not going to improve in this community for the next two hundred years."

This kind of economic situation does not just happen, but rather it exists for a host of social, cultural, economic and political reasons. It suffices to say that one of the main contributing factors for the depletion in Cape Breton is that for one hundred years control of the Island has been exercised off-island - until thirty years ago - by the corporations that operated the steel plant and coal mines and, more recently, by the Provincial and Federal Governments.

New Dawn Enterprises Limited was incorporated in 1976. It was then, and still is, considered a structure of partnerships through which the community gets things done. The first issue the organization addressed was the lack of decent, affordable housing. While New Dawn has grown and branched out into different activities over the years, meeting the housing needs of the poor continues to be a major preoccupation.

Unfortunately, the shift to the Federal/Provincial cost-sharing formula several years ago drastically altered the number of new housing starts in Industrial Cape Breton. Prior to that change, New Dawn and another community entity worked as partners to provide the area with

multiple and detached dwelling units. Subsequently the power base of the other organization whose concentration was individual family units was all but obliterated with the change in the nature of the private/non-profit programs that occurred under the bilateral agreements.

New Dawn, on the other hand, with its experience in building apartment units, was more readily able to move into the Continuing Housing Co-operative program. Having completed one such project, New Dawn is presently serving as developer for its second co-operative project. These experiences have given us an opportunity to reflect on National Housing policies, and programs, in particular, the Co-op Housing program.

It is New Dawn's experience that in Central Canada, or, indeed, in any of the more populated regions of the country, the co-op program makes sense. That is because, in those regions where land is at a premium, there is a client base representing a mix of professional and semi-professional people who have the desire and the ability to effectively and efficiently run a housing co-operative.

However, in a place like Cape Breton where land is readily available, a multiple residence co-op is not particularly attractive. Furthermore, the business of participating in a co-op calls for a host of middle-class skills; a set of skills not easily acquired by the poor and the working poor who are largely preoccupied with the

task of survival. In addition, they are asked to acquire these skills which lead to no tangible payoff, i.e., equity.

Thus, in the case of continuing co-ops we are trying to make a program fit in a region where it is out of context. This centralized decision-making process, versus community partnership and participation, is implicit in the political de-powering that exists in this country. That de-powering is manifested in the way that the housing needs of Central Canada determines housing policy for all of the country.

While this observation is not at all directed at those who administer the various programs, it does suggest that there is a need for the structures to change. From New Dawn's perspective, it is essential that federal policy have a recognition of, and respect for, regional differences; and that such policies provide an opportunity for communities to begin to search for creative solutions to address their own local housing needs. This approach will not happen in the present paternalistic atmosphere, but will require an atmosphere of trust; trust in the people at the community level.

That brings me to point number three, a community partnership approach to housing needs.

One of the best examples of an innovative community partnership approach to housing is presently taking place in Cape Breton Island, under the auspices of the Cape Breton Labourers' Development Company. This project brings together Labour and the Community

in a unique scheme that enables a person to own a home at what amounts to half the cost were it financed in the traditional manner. The project involves a check-off system wherein each Union member puts twenty-five cents out of each hour's pay into a fund, part of which is ultimately used for home construction. The fund is set up in such a manner that it can receive grants and gifts from outside sources - a step that will ultimately increase the capacity of the Development Company.

This partnership approach to addressing housing needs has received recognition as a creative self-help plan that could become a model for other Locals and Unions.

The direction of government policy development is presently undergoing change and possibly a transformation. There seems to be three implicit options that people are struggling with. Number one is to return to the frame that we operated under since the Second World War, and was mostly evident during the sixties and seventies . . . that is a centralized mechanism of policy formation and administration. The problem with this option is that it is expensive and its efficiency is questionable.

The second option which we are beginning to witness in response to the deficit is an abdication of state intervention and a call to the private sector. This may, indeed, be an appropriate response in those regions of the country where there is a strong private

sector as there is in Southern Ontario. It is not an option for areas like Cape Breton.

The third option, and the option least publicly discussed, is that of developing a new paradigm which calls for a community-based partnership context in the search for solutions to economic and social problems. This concept is new and, as such, we are all very much poised as learners in this process. However, this is the paradigm which New Dawn represents and which we believe to be the future. The question is not whether this paradigm is viable; the question rather is: when can we anticipate an understanding of its methodology and its exciting implications by the policy makers.

Innovative Housing - The Saskatchewan Approach To Building Community Partnerships

11

Larry Little, President
Housing Corporation, Saskatchewan

INTRODUCTION

For approximately twenty years the Canada Mortgage and Housing Corporation and then for fifteen years the Saskatchewan Housing Corporation (SHC) followed a very traditional approach to the delivery of social housing in Saskatchewan.

This approach required government to:

(1) assess local demand,
(2) develop a solution,
(3) acquire the property,
(4) construct the project, and then
(5) own and manage that same project for 35 years.

The result has been mixed. The key drawback to the process is simply that we end up with a standard product, a standard approach and standard ideas. The process was very restrictive because the province stipulated design, financing, etc. This did not allow for private or third sector innovation or participation.

At Saskatchewan Housing Corporation we found that traditional delivery methods do not recognize unique community needs or encourage unique solutions to local problems. Some of the specific problems which resulted were:

- A lack of local or regional solutions to housing needs.
- A failure to reach certain client groups in need.
- Limited project enrichment (extra services over and above the basic housing component).
- Limited cost effectiveness.
- Varying degrees of community support.
- Separation of the private and public sectors in supplying demand, both for seniors and families.
- No consideration of multiple government or community objectives (ie. heritage, religion, specific community needs).

In 1986 new housing agreements were ratified. These agreements ensure that social housing dollars are targeted more accurately to those most in need, . . . and that these same dollars would be spent in the most cost-effective manner.

Despite the wide degree of flexibility that was offered in these agreements, Saskatchewan Housing Corporation realized that too much control was being established over the housing form and delivery. Rather than approaching the federal government to establish a new

program, the Innovative Housing Program was implemented as a mechanism to channel proponents to either the non-profit or rent supplement programs.

In 1987, soon after the implementation of the new federal provincial programs, the Saskatchewan Housing Corporation made available fully one half of its housing budget to a public competition for subsidized housing units. This is "innovative housing". The other half of the budget still continues to be used to develop traditional subsidized housing such as special care facilities for the Department of Health, group homes for the Department of Social Services, and enriched housing projects in smaller centers.

INNOVATIVE HOUSING: DESCRIPTION

Innovative housing is a competitive process. It encourages public and private community interest groups to initiate and sponsor the most suitable housing solutions for their respective locales.

These groups can be any interested community organization with a commitment to social housing. These include private church groups, municipal groups/-agencies, private developers, traditional housing authorities and agencies, and community minded organizations (the Lions, Elks etc.).

Proponents go through a two stage evaluation process. Stage I identifies: sponsoring group's capa-

bilities and experience; proposal's relevance to SHC/Canada Mortgage and Housing Corporation programs; community needs; market impact of private units; philosophy of approach; site selection; scope and magnitude of the project; financial arrangements; and possible obstacles to immediate development. Stage II identifies: site and appraised value; project design; estimate of costs; marketing strategy; equity requirements; cash flow scenarios; short and long term financing arrangements; operational plans; and other related commitments necessary to secure the project's undertaking.

Projects proceeding through Stage II enter the construction documentation and planning phase, where construction details are confirmed and the process is fixed. The construction approach is determined by the sponsor, who must exercise good judgment and demonstrate market competitiveness.

As each stage of development requires a professional level of adjudication, the Saskatchewan Housing Corporation has specialists on staff to constructively review proposals and to assist in enhancing the viability of the entries. At all times, however, project responsibility lies with the sponsoring group.

Since projects are owned by the sponsoring groups, they must piece the project together. The sponsor assumes the lead role in: team and consultant determination; project administration; and ultimately the operation and services programming. The Saskatchew-

an Housing Corporation follows the progress from initial conception to completion in mainly a monitoring capacity.

To satisfy the social housing aspects, the projects are evaluated on four main criteria. First, the unit must be targeted to households that clearly fall within the definition of "core need." Typically, senior citizens and low income families have been the key target groups for social housing assistance. Secondly, the subsidized portion of any project must be of "modest design and specification" (Within Maximum Unit Price). The proposed project must meet certain minimum amenity standards as stipulated by the partnership. Thirdly, the project must demonstrate a high degree of cost effectiveness as compared to other submissions.

Finally, all units that are being allocated in Saskatchewan must be in a position to be committed by the Saskatchewan Housing Corporation to Canada Mortgage and Housing no later than December 31.

MAJOR ADVANTAGES:

The Innovative Housing Program has a number of major advantages:

1. The program ensures that local solutions are found for local housing problems.

2. The Innovative Housing Program has altered the traditional role and perception of the Saskatchewan Housing Corporation. Direct partnerships with community organizations has created a greater community awareness of the purpose of social housing; The Corporation is perceived as a facilitator, not an imposer of housing solutions.

3. A reduction in long term subsidy costs. The competition evaluates projects on their cost efficiency. This encourages groups to develop low cost project submissions.

4. Maximization of the job/creation economic spinoffs from the construction of new social housing projects. The competition supports the development of private-public partnerships. This results in the leverage of private sector funding for the provision of additional housing in all areas of Saskatchewan.

5. A reduction in government involvement in areas of direct competition with the private sector. The competition is open to all aspects of social housing from project design to property management, for private and non profit sector involvement.

6. The program provides for the integration of low, medium, and high income households within a community setting.

HOW SUCCESSFUL HAS THE PROGRAM BECOME?

The program has been incredibly successful. Since its inception in 1987, the program has been responsible for over half the units delivered and each year the number of submissions has increased.

In 1987, 16 innovative housing projects received approval, 245 social housing and 302 market units were developed. These projects are now coming on stream and are meeting with a great deal of success. This success continued into 1988; 13 projects totalling 209 subsidized and 83 market units are now under development. In 1989, over 100 Stage I submissions were received for 4,400 units. The 1989 Stage I competition was recently completed, with 21 innovative housing projects accepted into Stage II competition. If all projects were to proceed 338 subsidized units would be tied into projects containing 168 market units. Clearly there is a desire to provide accommodations to low and moderate income individuals in the same housing complex.

Not only have the economic benefits associated with the construction of social housing units been felt in Saskatchewan, but over 390 private market units have been levered onto the housing market through the program. This leverage has created housing environments specifically designed for the clientele in question -(namely seniors). Now seniors of all income groups

can take full advantage of all services and amenities in a project built specifically for them.

The economic impact has been enormous. In projects with a private market component the economic spinoffs have been estimated at one dollar of provincial funding generating fifteen dollars in construction activity. All types of projects, many of which would not have been considered through traditional delivery methods, have been developed.

SPECIFIC EXAMPLES

The "Innovative Housing Program" has resulted in the development of housing projects that would not have been considered possible in the past.

In Moose Jaw Saskatchewan for example, the city's desire to provide shelter for low income single elderly men was matched with the possibility of making use of a soon-to-be-abandoned fire hall. Having received approval for fully subsidized units through "Innovative Housing 1988," the structure will be renovated to shelter 15 homeless men. When complete, the former fire hall will continue to be owned by a municipal non-profit corporation, managed by the Moose Jaw Housing Authority, and will enable the "number one" fire hall to continue its long years of community service. In previous years, proposals such as this would not have received serious consideration. "Innovative Housing,"

however, offers a broader range of opportunities to those groups who seek to satisfy local needs with local solutions.

The town of Maryfield, Saskatchewan received a "super-enriched" seniors oriented housing project to compliment their existing social housing units. This project will offer increased care for needy seniors who require some support services to maintain their independence but do not wish to move into a nursing home environment. The project has received community contributions totalling 50% of its capital cost and will incorporate for the first time in Saskatchewan an element of volunteer labour in its construction. One half of the building will be subsidized units for low income seniors while the other half will be rented to higher income seniors on a break-even basis. "Enriched" services will be available to tenants of the building on a fee-for-service basis.

One of the major benefits of the Innovative Housing Program is the integration of private and public housing. Such joint ventures allows for the mixing of tenants of all income levels in a project.

A good example of this is the newly opened McClure Place Housing Complex in Saskatoon. Oriented to young seniors, the project consists of one hundred and nine units of which twenty-nine units are to be reserved for low income seniors. The complex includes an apartment tower, a church, common amenity spaces, and

a small number of commercial establishments, all of which will provide support to residents of the complex. Residents can arrange for certain support services should they become necessary to maintain an independent lifestyle.

This project provides for seniors of higher income through unit sales. Individuals not eligible for assisted housing, but who wish to partake in this lifestyle can attain units through a "life interest" arrangement. This arrangement enables middle and upper income seniors to purchase their units outright. Should they decide to sell the unit, they will be paid the lesser of the original purchase price or the market value at time of sale. In the event of the individual's death, the funds would be paid to their estate. Thus, the individuals are given complete control of their suite, but the sponsoring agency still retains control over the disposition of the unit when it is vacated.

Innovative housing has also been successfully applied to family oriented projects. In 1989 several promising submissions were received to provide housing for families in crisis. These facilities will provide longer term accommodation than that found in transition/crisis shelters. These projects still have to complete the approval process, but these types of housing solutions would not have even been considered under traditional delivery strategies.

Demographic trends toward single parent households have created considerable pressure for affordable rental accommodation suitable for young children. One project in Saskatoon and two in Regina are being developed with this in mind. Non-profit church groups are acting as the sponsors. These projects have been designed with the needs of a single parent family in mind, including the provision of on site daycare facilities.

FUTURE

As more and more projects come on stream, a greater awareness of the program will develop. We expect this to promote more project submissions and increase community involvement.

While not abandoning direct delivery all together, more use of innovative housing is expected. This will have many long term benefits, among which will be (1) a reduced reliance upon nursing homes and other level of care facilities for seniors; and (2) a slow erosion of the N.I.M.B.Y. (Not In My Backyard) perception of subsidized housing for families. Hopefully, a full community integration of social housing facilities, both geographically and economically can be achieved.

This is a local solution to a regional situation. At its most basic, we at the Housing Corporation have asked the people of Saskatchewan to become partners with us

to develop solutions as a means of addressing their own housing problems.

How can this be applied in other regions? Simply by inviting the people to participate in the most basic of services - the provision of housing. Develop local awareness of the housing problems in a given community, and challenge the town's residents to provide for those in need. It may take a few years of education before everyone grasps the true potential of this approach, but once it is in place a truly effective, integrated partnership approach to social housing can be achieved.

This Innovative Housing Program demonstrates that creative local solutions work best - not those that are imposed from outside and often fail to integrate all human services in a co-ordinated living environment.

SECTION 6
RESOLVING COMMUNITY CONFLICTS

Conflict Resolution Training Model

12

Cherie R. Brown, Director
Center of Coalition Development, Massachusetts

INTRODUCTION

On the third day of the workshop Cherie Brown, Director of the National Coalition Building Institute, Arlington, Massachusetts, presented a workshop on conflict resolution. The workshop included a model for the resolution of conflicts and a hands on demonstration of how the model can be used in real life situations.

Ms. Brown used a number of situations which demonstrated resolving conflicts including those who believed that everyone deserved housing and those who didn't, the conflict between women and men in power situations, and whether or not adequate, affordable housing is a right or a privilege.

The conflict resolution model as described below stressed the importance of each side clearly stating their point of view and the importance of face-to-face contact and dialogue.

CONFLICT RESOLUTION MODEL

1. Give name and what you hoped for from the workshop.
2. Put up the word – conflict. Ask for their first thoughts (invariably, you'll get primarily negative first thoughts).
3. In pairs -- Think of a time you intervened successfully in a conflict. What did you do that worked?
4. Large newsprint -- List participants' successes in terms of skills that are necessary for conflict resolution.
5. THEORY PRESENTATION
    a) There are certain skills that are helpful in resolving conflict and doing mediation.
    b) Many of us already know those skills (e.g., listening to all sides).
    c) Yet, we can't produce what we know to be effective. When we are in a conflict and our buttons get pushed we stop thinking and end up (often unawarely) re-enacting ineffective strategies.
    d) We can watch others and through role-playing notice what they're doing that doesn't seem to work.
    e) Through role playing, each person can be helped to identify their own ineffective strat-

egies for resolving conflict and to learn new ones.

f) Different kinds of conflict situations call for different kinds of strategies. The problem is that most people tend to respond to every kind of situation with one or two strategies, rigidly. For example, some people are always nice; others tend to blame and become defensive; still others try to avoid all conflict. The goal is to increase each person's repertoire of responses so that every conflict can be met with a unique and fresh response appropriate to the situation.

6. In pairs again, ask each person to think of a situation involving conflict (either a personal situation or a work situation) where they needed help in handling it more effectively.
7. Make a list of the kinds of conflict people selected in their pairs. (This is necessary to insure that some people don't sit back -- afraid to share their conflict because of a fear of role-playing -- and come to the end of the session feeling resentful that "their issue" didn't emerge.)
8. Ask each person to describe their conflict only in enough detail to assist someone else in the group to role play the other party to the conflict.
9. Let both people begin the role play, but only long enough until there is enough data for group feed-

back (often this occurs after just a few sentences of the role play).

CONFLICT RESOLUTION PRINCIPLES

1. Underlying incompatible positions are always compatible interests. The goal is to reach underneath the rigid position taking to find these compatible interests.
2. Every side usually has something correct it is trying to say. On any major controversial issue, be it abortion, ERA, the arms race, busing, affirmative action, etc. each side usually has some vital and correct piece of information regarding the issue.
3. Therefore, as much as possible, it is important to develop a dialectic process instead of polarizing the issue in such a way that people are forced into rigid position taking. For example, to frame the abortion issue as pro-life or pro-choice leaves people forced into rigid position taking and the process of creative thinking to come up with new fresh possibilities never takes place.
4. With highly emotionally-charged issues, the best way to open a dialectic process is to create an environment where people can express their feelings and concerns without debate. People need to be taught that listening is not the same as agreeing.

5. In areas of intense controversy, parties will often pull for areas of disagreement, even when there are large areas of agreement. It is then important to remind them of the many areas of broad agreement.
6. A major goal in conflict resolution is to decrease defensiveness. A relaxed confident tone is more likely to decrease defensiveness on the other side.
7. Stating "your" needs should usually proceed only after enough contact and good will has been established with the other side.
8. Two parties usually cannot be "clients" at the same time. In other words, in a conflict, if you are coming to the other person with your needs, feelings, and issues you are a "client." This isn't necessarily bad; yet depending on how the other side responds to needs (many people back off or become hostile) you may create a situation where you are least likely to get what you want.
9. It is more effective to step back and think about what you are trying to achieve, what the other side is trying to achieve, and then figure out how to make it easier for the other side to give you what you need.
10. Everyone comes to a conflict with intense emotions that cannot easily be stuffed down or ignored. Yet, these emotions often block one's ability to think clearly and to come up with successful strategies for resolving the conflict.

11. It is usually necessary and more effective to find a third party where you can vent the hostilities and painful emotion so that resolution can proceed unhindered by the baggage of negative feelings.
12. Self-righteous and moral posturing can sometimes be convincing but are usually major blocks to conflict resolution.
13. In the area of group conflict it is possible to map out each side's interests and then build a strategy which increases areas of compatibility.

EXAMPLE: Iranian Hostage Crisis

(1) President Carter	(2) Iranian Students
(1)	(2)
a) Maintain image of the U.S. as a world power.	a) Have a hearing on the "Crimes of the Shah."
b) Get back for hostages safely.	b) Receive external visibility their cause.
c) Maintain control of situation.	
d) Be seen as an effective leader.	
e) Get re-elected.	

Q-1. What were the Iranian students being offered by Carter for returning the hostages (in terms of their interests)?

Q-2.What did they get for keeping the hostages (again, in terms of their own interests as they perceived them)?

SECTION 7
BUILDING PARTNERS WITHIN THE HOUSING COMMUNITY SUMMARY OF WORKING GROUP SESSIONS

WORKING SESSIONS

The working sessions were designed to facilitate dialogue and an exchange of information among participants. The working groups were made up of representatives from the private, public and community-based housing sectors. Three working sessions were held during the conference; (1) Common Issues and Concerns Within the Housing Industry, (2) Barriers to Building Housing Partners, and (3) Ways and Means to Build Linkages. THe following provides an overview of the results of each of the working sessions.

SESSION 1 COMMON ISSUES AND PROBLEMS

- Need for dialogue between organizations with different interests.
- Need for reaching education of those decision makers (municipal politicians etc.).
- Need for cost effectiveness.
- N.I.M.B.Y. How to overcome?
- Local needs vs. politician decision making.
- Program to provide basic needs ie. plumbing/heating/water.
- Is the victim responsible?

- Life skills.
- Inter-department communication.
- Limited sources of mortgage financing (Banks, etc.).
- Good planning
  - long term costs.
- What works and doesn't
  RHOSP early 80's.
- Biggest problem to home buying: Down Payment
  Legal fees.
- Universal home ownership.
- Condominiums, co-op housing - non-profit as option.
- Focus should be on housing need.
- Are we convinced that decent housing is a right?
- Sweat equity as down payment.
- Bureaucracy/Regulations.
- Division between government and general public ("consultation" without "action").

  Timing - budgets for public housing programs.
- Changing attitudes/pro-active vs. reactive.

- Rules operating against people they are meant to serve.
  Society fragmenting - or feeling a need to/(programming fitting client not the reality).

- Seniors – future "realities" with aging population.

- Holistic approach/long term planning.

- Attitude - lack of interest in housing for low income. Why?

- Politicians - need to sell.

- Community not wanting "half-way" houses in their neighbourhood (NIMBY).

- Municipal Regulations.

- National/Local.

- Government Agency (Lack of communication & consultation with housing interests and consumers).

- poor communication between development agencies

- Private versus public interests, goals and objectives.

- Training of Government/Municipal/Provincial officials.

- Development standards (regulations).

- Lack of Political Will.

- Lack of community recognition/will and understanding of housing issues.
- Prevalence of "Housing-as-a-Commodity" Attitude.
- Bureaucratic Mindset/Complacency.
- Adversarial relationships.
- Housing not a Government priority.
  - Federal - Provincial - Municipal
- Too much direct government involvement.
- Affordable and adequate low-income housing.
- Community acceptance of public/social housing.
- Regeneration of existing housing stock.
- Recognition of local context.
  - policy development
  - delivery
- Access to public land that is accessible and convenient.
- Integration of market and social housing.
- Prevent the "ghettoization" of public housing.

SESSION 2 BARRIERS TO BUILDING PARTNERSHIP

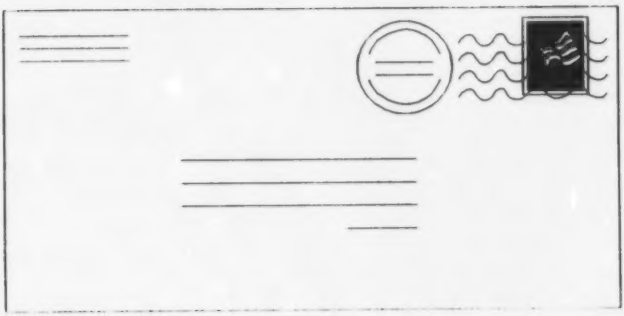
- Insufficient information on role of each partner.
- Absence of consultation with other external sectors.
- Absence of consultation between community groups.
- Competition between sectors eg. non-profit community bases between municipal local government groups and public sector, in terms of goals, objectives, and funds.
- Rural areas often don't have the infrastructure and resources which encourage linkages.
- Lack of communication between various sectors.
- Political process and government bureaucracy creates environment of fragmentation and prevents integrated action.
- Political process and planning tends to be short term.
- Proliferation of single interest groups.
- Hidden agendas.
- Mistrust of other sectors, interest groups, community-based organization, and government organizations.
- Lack of understanding and knowledge about government planning process.

- Lack of will (apathy, inertia) among various groups.
- Each group often more interested in protecting one another's "turf."
- Fear of taking chances because of potential loss of power, influence, etc.
- Fear of being manipulated.
- Lack of financing.
- Unequal distribution of funds.
- Lack of government goals.
- Too much dependency on government services, little incentive.
- Fragmentation of government between levels and departments.
- Lack of housing education opportunities for consumers, community-based groups, governments and the private sector.
- Lack of information and public consultation into the regulatory process.
- No integration of all that plays into the planning and development process.
- Lack of comprehensive planning strategy at the federal, provincial and local level.

SESSION 3 SOLUTIONS TO BUILDING PARTNERS

- Ethnical Investment.
- Strong Lobby Groups.
- Show that solutions are economically sound.
- Sweat Equity.
- Global View - dialogue between all agencies.
- Political Ideology.
- Long range planning of land development.
- Get municipal government involved.
- Public should get involved in municipal government.
- Education.
- Improve on past performance.
- Development of housing coalitions.
- One stop shopping for government services.
- Cost effective social care programs.
- Personalize issue.
- Make housing a "majority" issue.
- Use media effectively.

- Community organizations (eg. churches, housing coalitions).
- Community leaders (eg. business).
- Model/demo.
- Provide incentives for innovations.
- Housing needs must be recognized in municipal plans.
- Housing has to be viewed as more than shelter.
- Regeneration of housing.



WORKSHOP PARTICIPANTS
ADDRESSES

Workshop Participants

Faye Anderson
Moncton Real Estate Board
107 Cameron Street
Moncton, New Brunswick
E1C 5Y7

Ken Bauntun
Kent Homes Limited
P.O. Box 10
Debert, Nova Scotia
B0M 1G0

Carl Beairsto
Kohler International Limited
P.O. Box 131
Debert, Nova Scotia
B0M 1G0

Sue Beaver
Second Story Women's Centre
99 York Street
Bridgewater, Nova Scotia
B4V 1R2

Hazel Bedford
Habitation New Brunswick
P.O. Box 6125
Saint John, New Brunswick
E2L 4R6

Cecilia Bernard
N.B. Native Women's Council
65 Brunswick Street
Fredericton, New Brunswick
E3B 1G5

Bob Boyce
MMC Architects Ltd.
152 Union Street
Saint John, New Brunswick

Becky Boyer
Housing Alternatives
61 Union Street, Box 6246
Saint John, New Brunswick
E2L 4R7

Rina Brubacher
Second Stage Housing A New Beginning
1932 Champlain Street
Dieppe, New Brunswick
E1A 8J9

Ron Burke
Prince Edward Island Housing Corporation
P.O. Box 150
Montague, P.E.I.
C0A 1R0

Theresa Burns
Town of New Waterford
382-9th Street
New Waterford, Nova Scotia
B1H 3T9

Lawrence Cameron
Department of Income Assistance
178 Aberdeen Street
Fredericton, New Brunswick
E3B 1R5

Ken Campbell
City of Saint John
P.O. Box 1971
Saint John, New Brunswick
E2L 4L1

Yvonne Carvery
Public Housing Tenants
Centres, Ward 3
Halifax, Nova Scotia

Monica Chaperlin
Housing Alternatives
61 Union Street, Box 6246
Saint John, New Brunswick
E2L 4R7

Ernie A. Clarke
Nova Scotia Department of Housing
P.O. Box 815
Dartmouth, Nova Scotia
B2Y 3Z3

Shirley Cole
Mann House Corporation
181 Kent Street
Charlottetown, Prince Edward Island
C1A 1N5

Charles Cormier
Atlantic New Home Warranty
P.O. Box 2773
Moncton, New Brunswick
E1C 8T8

Paul Dares
Blue Water
Sheets Harbour, Nova Scotia

John Dawes
Canada Mortgage and Housing Corporation
200-134 Kent Street
Charlottetown, Prince Edward Island
C1A 1N2

Hubert Doucet
NEP Housing Alliance Inc.
P.O. Box 1178
Bathurst, New Brunswick
E2A 4H9

Jim Duke
City of Dartmouth
P.O. Box 817
Dartmouth, Nova Scotia
B2Y 3Z3

Robert Eaton
Robert Eaton Architect Limited
132 Weldon Street
Moncton, New Brunswick
E1C 5N2

Larry Estabrooks
Moncton Real Estate Board
107 Cameron Street
Moncton, New Brunswick
E1C 5Y7

Carol Gabriel
Public Housing Tenants
Centres, Ward 3
Halifax, Nova Scotia

Keith L. Graham
Keith L. Graham Architects Inc.
958 Barrington Street
Halifax, Nova Scotia
B3H 2P7

Linda Hayes
Lunenburg-Queens Housing Society
P.O. Box 303
Bridgewater, Nova Scotia
B4V 2W9

Leo Johnson
Kent County Community Volunteer Action
P.O. Box 460
Richibucto, New Brunswick
E0A 2M0

Ron Kent
B.P. Design
25 Elwin Crescent
Dartmouth, Nova Scotia

Tony Knockwood
Nanegkam Housing Corporation
15 Gordon Drive
Charlottetown, Prince Edward Island
C1A 2V6

K.A. Law
Atlantic New Home Warranty Corporation
Suite 3000, 7001 Mumford Street
Halifax, Nova Scotia
B3L 4R3

Amanda LeRougetel
Canada Mortgage and Housing Corporation
P.O. Box 158
Fredericton, New Brunswick
E3B 5R2

Anne Lie-Nielsen
Executive Director
P.E.I. Council of the Disabled Inc.
P.O. Box 2128
164 Richmond Street
Charlottetown, Prince Edward Island
C1A 7N7

Judy Loukes
Fredericton Non Profit Housing
Comp. 34, Site 14, SS 3
Fredericton, New Brunswick
E3B 5W9

Bob Macdonald
Executive Director
New Brunswick Housing Corporation
P.O. Box 611
Fredericton, New Brunswick
E2B 3B2

Dave McDougall
Atlantic Peoples Housing Limited
P.O. Box 750
Moncton, New Brunswick
E1C 8N5

Colin MacEwan
Senior Citizens' Secretariat
4th Floor, Box 2065, 1740 Granville Street
Halifax, Nova Scotia
B3S 2Z1

Gordon MacPherson
Western Regional Manager
Nova Scotia Department of Housing
P.O. Box 1000
Middleton, Nova Scotia
B0S 1P0

Bill McCluskey
City of Saint John
P.O. Box 1971
Saint John, New Brunswick
E2L 4L1

Margaret McCormack
New Brunswick Department of Health & Community Services
9 Firwood Crescent
Moncton, New Brunswick
E1A 5W9

David McDougall
Shaw Ltd.
P.O. Box 2130
Halifax, Nova Scotia
B0N 1R0

Mary Ann McLaughlin
Canadian Council on Social Development
55 Parkdale Avenue
Ottawa, Ontario
K1Y 4G1

Michael Merrit
Policy Analyst
New Brunswick Housing Corporation
P.O. Box 611
Fredericton, New Brunswick
E3B 3B2

Glenda Montigny
St. John Ambulance
20 Johnson Drive
Site 20, Box 11, R.R. #1
Charlottetown, Prince Edward Island
C1A 7J6

Michael Moore
Saint John Housing Coal.
70 Sewell Street
Saint John, New Brunswick
E2L 3A4

Kate Moffat
Newfoundland and Labrador Housing Corporation
69 Whiteway Street
St. John's, Newfoundland
A1B 1K5

Brenda Murphy
United Church
Westfield, R.R. #2
Kings Co., New Brunswick
E0G 3J0

Ron Murray
Vice President
New Brunswick Housing Corporation
P.O. Box 611
Fredericton, New Brunswick
E3B 3B2

Linda Nickerson
Saint John Housing Coalition
617 Charles Street West
Saint John, New Brunswick
E2M 3S8

Ralph Niessen
Municipality of Barrington
Barrington
Shelburn County, Nova Scotia
B0W 1E0

Paul O'Hara
Metro Non Profit Housing Association
2165 Gottigen Street
Halifax, Nova Scotia
B3K 3B5

L. Wayne Patterson
Department of Income Assistance
P.O. Box 5001
Fredericton, New Brunswick
E3B 5G4

Joan K. Pearce
Vice President
Housing Alternatives Board
3 Salisbury Manor
Saint John, New Brunswick
E2K 2R8

Mike Pearce
Kent Homes Limited
P.O. Box 10
Debert, Nova Scotia
B0M 1G0

Léo-Paul Pinet
Directeur Gen.
Centre de Benevolate de la Peninsule Acadienne Inc.
C.P. 397
Caraquet, N.B.
E0B 1K0

Dr. M.C. Poulton
Technical University of Nova Scotia
P.O. Box 1000
Halifax, Nova Scotia
B3J 2X4

Lorne Preston
Atlantic Peoples Housing Limited
103 Woodleigh Street
Moncton, New Brunswick
E1C 9A3

Don Pridmore
Prince Edward Island Housing Corporation
P.O. Box 2000
Charlottetown, Prince Edward Island
C1A 7N8

Nancy Prior
Newfoundland and Labrador Housing Corporation
P.O. Box 220
St. John's, Newfoundland
A1C 5J2

Sue Rickards
New Brunswick Housing Corporation
P.O. Box 611
Fredericton, New Brunswick
E3B 5B2

Robert W. Robertson
Director of Planning
City of Fredericton
P.O. Box 130
Fredericton, New Brunswick
E3B 4Y7

Ted Ross
Cornerstone Housing Society
5663 Cornwallis Street
Halifax, Nova Scotia
B3K 1B6

Laurel D. Russell
Nova Scotia Department of Housing
P.O. Box 815
Dartmouth, Nova Scotia
B2Y 3Z3

Kevin Saunders
Victoria Apartments
P.O. Box 120
Newport, Nova Scotia
B0N 2A0

Derek Simmons
Town of Pasadena
25 Dawson Drive
Pasadena, Newfoundland
A0L 1K0

Peter R. Smith
Region of Peel
10 Peel Centre Drive
Brampton, Ontario
L6T 4B9

Leslia Tennant
Church of Saint Andrew and Saint David
164 Germain Street
Saint John, New Brunswick
E2L 2G3

William D. Todd
City of Saint John
P.O. Box 1971
Saint John, New Brunswick
E2L 4L1

Lin Tremblay
Sussex Chapter of New Brunswick Habitation
40 Paradise Row
Sussex, New Brunswick
E0E 1P0

Claudia Tucker
Regional Director
New Brunswick Housing Corporation
Woodstock, New Brunswick

Pierre Vachon
National Capital Relations
P.O. Box 634, Station B
Ottawa, Ontario
K1P 5P7

Joan A. Vigneau
Halifax Housing Authority
3251 Veith Street
Halifax, Nova Scotia
B3K 3H1

Nancy Wooden
City of Halifax Non-Profit Housing
P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5

Marcelle Woods
New Brunswick Housing Corporation
P.O. Box 611
Fredericton, New Brunswick
E3B 5B2

Kathy Wright
Human Development Council
P.O. Box 6125
Saint John, New Brunswick
E2L 4R6